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ABSTRACT

A report on higher education in Kentucky is presented, with attention to governance, funding, tuition, financial aid, staffing and salary comparisons for administrators and faculty, enrollment, degree production, cooperation, and quality issues. The statutory organization of the Kentucky Council on Higher Education is specified, along with the duties and powers of the Council and the university governing boards. Types of governance structures in higher education nationally and examples of statutory powers and duties in five other states are also considered. Data are provided on: the Council's fiscal year (FY) 1985 and 1986 appropriations by program, appropriations to each of the eight state universities for FY 1962-1984, and appropriations for state health professions education and agricultural programs at 14 southern states. A history of tuition costs in Kentucky and current mandatory fees is provided. The number of students receiving different types of financial aid, the total amount, and the recipients' income levels are indicated. Also covered are enrollment and staffing ratios at enrollment and degree trends, and programs that are duplicated by level. (SW)

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PROGRAM EVALUATION

HIGHER EDUCATION IN KENTUCKY

Research Report No. 222

Legislative Research Commission

Frankfort, Kentucky

Program Review & Investigations Committee

HE 019 983

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HIGHER EDUCATION IN KENTUCKY

Final Report of the SCR 30 Study Committee

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Frankfort, Kentucky
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FOREWORD

This study was prepared at the request of the 1984 General Assembly. A special committee, the SCR 30 Study Committee, chaired by Senator Henry Lackey, was formed by membership from the Program Review and Investigations Committee, the Interim Joint Committee on Education and the chairperson of the Interm Joint Committee on Appropriations and Revenue.

This report is the result of dedicated time and effort by the Program Review staff and their secretaries, Susan Eastman and Jeanie Sutherland. Special appreciation is extended to the Presidents of the eight state universities, their staffs and the Council on Higher Education for their cooperation and assistance.

Vic Hellard, Jr.
Director

February, 1986
Frankfort, Kentucky

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SUMMARY

Senate Concurrent Resolution (SCR) 30, adopted by the 1984 Kentucky General Assembly, mandated a study of Kentucky higher education. This study was to be conducted by a joint committee formed of the Program Review and Investigations Committee, a subcommittee of the Interim Joint Committee on Education and the co-chairmen of the Appropriations and Revenue Committee. Topics to be addressed included: tuition, financial assistance, access, administration, program duplication, cooperation, governance and funding.

This study committee began its work in July, 1984, and met monthly to review reports prepared by staff and to entertain comments by the Council on Higher Education, university presidents and members of the public. On October, 1985, the SCR 30 Study Committee voted to prepare a final report, summarizing the study findings but not proposing any recommendations for administrative or legislative action. A summary of this report follows.

Kentucky Governance

Kentucky's approach to the governance and coordination of higher education utilizes a statewide coordinating board, the Council on Higher Education (CHE), and individual institutional governing boards. The CHE has explicit authority to approve and define all degree programs, recommend to the Governor a plan for higher education, approve capital construction over $200,000, establish tuition rates and establish a budgeting formula. Constitutional governing boards have authority over institution administration, including personnel, budgeting and expenditures, and program administration.

National Governance Approaches

Other states' approaches range from advisory coordinating boards to statewide governing boards. Kentucky's approach represents one of the stronger coordinating approaches because of the program approval powers. Stronger governing powers in other states include the ability to close institutions, authority over institutional budgeting, and authority over personnel.

Funding

Kentucky's appropriations to higher education fund a variety of non-educational items, including the statewide coordinating board and student financial aid. The state general fund provides nearly half of the total higher education budget and approximately

60% of the educational and general operating revenue at each of the public universities. Although the number of higher education institutions in the system has grown considerably over the past 15 to 20 years, the system does not command as large a share of the total state general fund budget currently as it did in the early 1970's. Since that time the average increase in the higher education general fund budget has lagged behind that of the total state general fund.

Kentucky spends proportionately less of its tax dollar for higher education than economically similar states. Futhermore, Kentucky allocates more of its higher education dollars to health professions education and agriculture cooperative extension and experimental stations. Kentucky's appropriation to community colleges is less than one-half the per-student appropriations to four-year institutions and ranks near the bottom among the SREB states.

Tuition

Tuition in Kentucky is set by the Council on Higher Education. Council policy attempts to set tuition at a level which will minimally restrict access to higher education for Kentucky residents. This rate is set by a process which includes the examination of benchmark states. Tuition rates as a percentage of per capita personal income have fluctuated over the years but have gradually increased in the last six years. Both the tuition rate and the percentage of state appropriations that tuition represents in Kentucky are somewhat lower than in similar states.

Financial Assistance

The state offers a variety of financial assistance programs. Each year grants are awarded at both public and private institutions to students demonstrating financial need. The demand for these grants consistently exceeds available funds. The state also operates two federally insured loan programs. All of these programs have grown in recent years. Institutionally based financial assistance drawn from both private gifts and the universities' general operating funds is also available and often awarded on the basis of academic merit rather than financial need.

Personnel

Although enrollments have declined in recent years, the number of total university employees has increased. Managerial/professional non-faculty employees have increased at a greater rate than faculty. These trends vary from university to university.

Administrative Salaries

The College and University Personnel Association national survey of administrative salaries indicates that, in general, the salaries of Kentucky university administrators are slightly below the CUPA national medians. This is true for both primary and secondary administrative positions.

Faculty Salaries

In Kentucky, the average faculty salary is below: the national median, the Southeastern Regional Education Board (SREB) states' median, and the individual university benchmark medians. This salary gap has widened from 1983-84 to 1984-85.

Enrollment

Kentucky enrollments have increased almost 350% since 1960 but have been declining since 1980. Educational attainment levels of Kentucky's population at both the high school and college level are at the lowest in the nation. Most college enrollments are in bachelor degree programs at four-year institutions. Compared to national and other SREB states, Kentucky has a low percentage of its students enrolled in community college programs.

Programming

The CHE has been reviewing and approving degree programs since 1979. After an initial review of existing programs, the CHE began a five year review cycle in 1982 which has resulted in approximately 150 programs, reportedly, being suspended or withdrawn. No specific definitions exist to identify necessary and unnecessary duplication. University mission statements are broad and tend to limit programming at various institutions only by degree level. On the surface, the six master's degree institutions and the two doctoral institutions appear to offer many similar programs. No guidelines exist concerning degree enrollment levels, degrees, non-degree enrollments, or manpower needs upon which to determine the need for such overlap. Controversy over the need for two medical and dental schools and three law schools has been unresolved for several years.

Cooperation

Within the Kentucky system, three major types of cooperative agreements have emerged. These involve agreements with institutions in other states, public institutions within the state, private institutions within the state, and other public and private agencies.

These agreements revolve around a wide range of services, facilities, and programs, in an effort to reduce duplication and cut costs.

Quality Issues

In order to adequately measure quality, recommendations from the National Institute of Education require the assessment of students and faculty in terms of performance, change, and outcome, rather than entering scores or qualifications. No systematic efforts to assess the process and outcome measures have been undertaken in the Kentucky higher education system.

CHAPTER I

INTRODUCTION

Senate Concurrent Resolution (SCR) 30, adopted by the 1984 Kentucky General Assembly, mandated a study of higher education programs and curriculum in the Commonwealth's eight public universities. Specific areas to be covered included:

- tuition policy, financial aid policy and access;
- definition of "unnecessary duplication" and an analysis of its existence;
- structure and funding in other states;
- previous studies;
- evaluation of quality and funding;
- actions of the Council on Higher Education and the universities to reduce programs and encourage cooperation;
- management effectiveness of universities; and
- recommendations to improve effectiveness and quality.

Responsibility for the study was assigned to a special committee consisting of the Program Review and Investigations Committee, a subcommittee of the Interim Joint Committee on Education, and the co-chairmen of the Appropriations and Revenue Committee. Final composition consisted of 29 members of the House and Senate. A final report and recommendations were called for by October 31, 1985, but a one-month extension was granted by the Legislative Research Commission.

Procedures adopted by the SCR 30 Study Committee placed responsibility for determining areas of in-depth review and recommendations with the Committee. On October 14, 1985, the SCR 30 Study Committee voted to release a final report without recommendations. This final report was presented on November 11, 1985.

The preliminary review portion of this study involved six monthly reports, each addressing specific topic areas within the resolution. These reports were intended to provide broad background and comparative data and to serve an educational rather than analytical purpose. Based upon the groundwork laid through this preliminary phase, the SCR 30 Study Committee decided to focus more in-depth study in the area of salaries, administration growth and statewide governance alternatives.

In most cases the data utilized in this study were obtained from existing state, regional or national data bases or reports. Extensive use was made of national data collec-

tion efforts in higher education, including the Higher Education General Information Survey and Equal Employee Opportunity Commission reports, as well as population census data. Other national sources included the National Center on Higher Education Management Systems, the Education Commission of the States, the American Association of University Professors, the College and University Personnel Association, the National Center for Educational Statistics, and the National Institute of Education. The main source for regional data was the Southern Regional Education Board. Statewide data were obtained from the Kentucky Council on Higher Education and the Kentucky Higher Education Assistance Authority. Finally, the universities themselves were a major source of data and clarification.

Data from two surveys were also utilized. One telephone survey was conducted by SCR 30 Study staff to explore the differences in statutory language and operations of statewide higher education boards in other selected states. The other was a survey of benchmark institution salaries conducted by the University of Kentucky.

Due to the breadth of topics covered during this study, this report represents a summary of more detailed data provided the SCR 30 Study Committee. The resulting compilation of reports is still lengthy; therefore, Chapter II provides a summary of the remaining chapters. Chapters III through IX expand on the topics summarized in Chapter II. Further detail, particularly at the individual institution level, can be found in the original monthly presentations to the SCR 30 Study Committee.

CHAPTER II

EXECUTIVE SUMMARY

This study of Kentucky's higher education system, mandated by the 1984 General Assembly as Senate Concurrent Resolution (SCR) 30, was broad and comprehensive in scope. As a result, voluminous data were collected and presented on a monthly basis to the SCR 30 Study Committee. At its final meeting, the Committee voted not to issue recommendations. Instead, it voted to issue a final report of findings which could be used by other committees or individual legislators as a basis for personal recommendations.

This chapter is a distillation of chapters III through IX of this report. Major sections of this chapter correspond to individual detailed chapters. These detailed chapters are summaries of the information originally presented to the SCR 30 Study Committee.

Governance of Higher Education in Kentucky and Nationally

Powers and Functions in Kentucky

The powers and functions of the Council of Higher Education (CHE) and the governing boards of the individual institutions differ primarily on the dimension of institutional administration. The CHE is referred to as a coordinating board and has historically avoided involving itself in institutional administration matters. Its role is defined in statute as intra-institutional and systems-related. Program approval and planning decisions of the CHE, however, can influence administrative decisions at the institutional level. Budgeting activities of the CHE do not include inter-institutional allocation decisions. Table 1 contrasts the powers and responsibilities of the CHE and the university governing boards.

Kentucky has had some form of coordinating board for higher education since 1934. The composition of this body, as well as its powers, has been altered frequently. Membership and size have changed several times; currently the CHE is composed of 17 members. The most significant change in the CHE's composition has been the gradual change from a body composed primarily of institutional presidents or officials to one composed only of lay members, with institutional presidents serving as an advisory conference. Representation on the CHE involves geographic distribution as well as university alumni representation.

The powers of the CHE as a coordinating board have also increased gradually. Originally, the CHE had no staff or appropriations other than what the institutions provided. Program review powers have been strengthened so that the CHE now has authority to approve or disapprove institutional program offerings and the institutions are obliged to abide by CHE program decisions. Budget review and recommendation powers have also increased and include formula distribution methods and capital construction approval.

TABLE 1

INTERRELATIONSHIP OF THE COUNCIL AND UNIVERSITY GOVERNING BOARDS

COUNCIL ON HIGHER EDUCATION

EXCLUSIVE DUTIES

TUITION DETERMINATION
MINIMUM ADMISSIONS STANDARDS
DEGREE PROGRAM DEFINITION AND APPROVAL
BUDGET RECOMMENDATIONS
CAPITAL CONSTRUCTION PROJECTS—APPROVAL—OVER $200,000

THE UNIVERSITIES

EXCLUSIVE DUTIES

FEES
APPOINTMENTS, COMPENSATION, QUALIFICATIONS
FINANCIAL MANAGEMENT
BUDGET DEVELOPMENT AND REQUESTS
SELECTIVE ADMISSION STANDARDS
CAPITAL CONSTRUCTION PROJECT DEVELOPMENT

SHARED DUTY

BUDGET—FUNDING FORMULA DEVELOPMENT

The powers over institutional finances and administration are assigned by statute to the Boards of Trustees of the University of Louisville and the University of Kentucky and to the Boards of Regents at each of the other six institutions. Little change has occurred in the powers of these boards; the most significant change occurred in 1982 when the university governing boards were given the option to assume independent control, in accordance with statutory guidelines, over disbursement, accounting methods, purchasing and inventory procedures, capital construction, issuance of bonds and their affiliated corporations.

State Governance of Higher Education Nationally

Over the years state governments have established higher education boards or agencies for several reasons: to develop and implement statewide plans for higher education; to reduce competition for funding among public institutions; to eliminate the unnecessary duplication of costly degree programs; and to monitor plans for either establishing new branch campuses or closing old ones. Table 2, "Structure and Organization," outlines the general state approaches to governance and coordination and reviews the statutory powers of Kentucky's Council on Higher Education.

States have selected one of three arrangements in their attempts to govern and coordinate higher education. First, consolidated governing boards directly control the planning, policy and management functions of one or more institutions. Second, coordinating boards with regulatory powers are generally involved in the review and approval of programs and budget requests. Third, coordinating boards with advisory powers serve primarily in a planning capacity and do not supersede the powers of governing boards.

TABLE 2

STRUCTURE AND ORGANIZATION

STATE APPROACHES TO GOVERNANCE OR COORDINATION INCLUDE:

GENERAL STATE APPROACHES	KY STATUTORY POWERS
GOVERNANCE	
BOARD INVOLVED IN INSTITUTIONAL PLANNING, POLICY AND MANAGEMENT FUNCTIONS, INCLUDING PERSONNEL ACTIONS, FISCAL AFFAIRS AND OPERATIONS.	POWERS DELEGATED TO INDIVIDUAL BOARDS OF TRUSTEES AND REGENTS
PLANNING	
LONG-RANGE NEEDS	RESEARCH AND ANALYSES TO DETERMINE OVERALL NEEDS
STATE GOALS AND OBJECTIVES	CHE TO DEVELOP AND TRANSMIT TO GOVERNOR COMPREHENSIVE PLANS CONFORMING TO FUNCTIONS OF UNIVERSITIES
PUBLIC POLICY PRIORITIES	NOT MENTIONED IN STATUTES
INSTITUTIONAL MISSIONS	NOT MENTIONED IN STATUTES
ACADEMIC PROGRAM REVIEW	
NEW PROGRAMS	DELEGATED TO CHE
EXISTING PROGRAMS	DELEGATED TO CHE
"UNNECESSARY" PROGRAM DUPLICATION	NOT MENTIONED IN STATUTES
RESPONSIBILITY TO COORDINATE	NOT MENTIONED IN STATUTES

RESOURCE ALLOCATION

REVIEW AND APPROVE INSTITUTIONAL OPERATING AND CAPITAL BUDGETS	CHE HAS AUTHORITY TO CONSIDER REQUIREMENTS AND REVIEW BUDGET REQUESTS AS WELL AS DEVELOP EQUITABLE FUNDING FORMULA. CHE HAS AUTHORITY TO REVIEW AND APPROVE CAPITAL CONSTRUCTION OVER $200,000.
REVIEW OF STATE STUDENT ASSISTANCE PROGRAMS	MEMBERSHIP OVERLAP BETWEEN CHE AND KHEAA

Considerations Affecting Governance Changes

Dr. Aims McGuinness, Assistant Executive Director at the Education Commission of the States, recommends that several policy areas need to be addressed when considering a major reorganization of higher education governance:

- Consider the goals of higher education.
- Consider the level at which certain decisions or functions should be performed.
- Consider the prevailing political atmosphere.
- Examine the full range of policy tools.
- Weigh the costs of a major reorganization against intended benefits.

Any attempt to reorganize a state's higher education board should examine the advantages and disadvantages of alternative structures. On the basis of his research in the area of higher education governance, Dr. John Millett, Chancellor Emeritus of the Ohio Board of Regents, has developed a list of the advantages and disadvantages associated with the three major governance structures. The primary advantage of a consolidated governing board is its authority to manage individual campuses in a state system of higher education. The primary disadvantage associated with this type of board is that it often becomes an advocate for the institutions rather than for state government. The coordinating board's primary advantage is that it generally promotes the state's interest in higher education; it concentrates on state coordination of education rather than on the administrative concerns of the different universities. The coordinating board's primary disadvantage is that it has influence only to the extent that the governor and the legislative leaders have confidence in the board and its administrative offices. The primary advantage of an advisory board is that its influence depends upon its objectivity and persuasive reasoning, not upon its authority to act. The primary disadvantage of the advisory board is that it lacks the authority to require institutional collaboration.

Higher Education Funding in Kentucky

The Kentucky higher education budget includes appropriations to The Council on Higher Education (CHE) for coordination and governance of the system, to the Kentucky

Higher Education Assistance Authority (KHEAA) for financial aid to students attending both public and private institutions of higher education, and to the eight public universities and the community college system for operating expenses, including non-instructional functions and support elements. State general fund appropriations account for 48% of the 1984-86 biennium budget for higher education. Sixty-one percent (61%) of the 1983-84 state general fund appropriation to higher education was for university general operating activities (Table 3). The remaining 39% included CHE and KHEAA appropriations, as well as appropriations for Health Science Centers, debt service, agriculture, non-instructional research and public service programs.

TABLE 3
KENTUCKY OPERATING STATE APPROPRIATION
HIGHER EDUCATION
1983-84

		As a Percent of Total Operating Appropriation
State General Operating	$265,073,700	61.43%
Non-General Operating		
Health Science Centers	88,306,400	20.46
Debt Service	31,026,300	7.19
Agriculture Cooperative Extension	17,107,600	3.96
Agriculture Experiment Stations	13,536,400	3.14
KHEAA	7,218,300	1.67
CHE and CHE Programs	3,159,200	.73
Animal Diagnostic Labs	2,522,500	.58
SREB Contract Programs	1,399,600	.32
Agriculture Regulatory Service	1,141,100	.26
Center for Labor Research	394,400	.09
Geological Survey	381,500	.09
Council of Economic Advisors	176,200	.04
Other Contract Programs	60,000	.01
Non-General Operating Subtotal	166,429,500	38.57
Total Operating State Appropriation	$431,503,200	100.00%

SOURCE: "Intrastate Comparisons of State Appropriations to Higher Education SREB States 1983-84" CHE, September, 1984.

In a November 1984 report to the Appropriations and Revenue Committee, Dr. Lawrence K. Lynch identified seven states as economically optimal for comparison with Kentucky. Comparative data were obtained according to eight economic variables: population growth rate, urbanization, employment ratio, unemployment rate, manufacturing employment, per capita income, poverty and tax capacity index. A range of + 1/2 of one standard deviation from Kentucky's value was established for each variable. A state was considered similar to Kentucky if its value fell within the range. Arkansas and South Carolina were similar to Kentucky on seven measures; Georgia and Tennessee on five measures, and Alabama, Louisiana and North Carolina on four measures. Kentucky is also thought to be somewhat similar economically to thirteen other states which comprise the Southern Regional Education Board. These two sets of states are used herein for comparison purposes.

CHE and KHEAA Funding

The Council on Higher Education and The Kentucky Higher Education Assistance Authority together account for less than one percent of the state general fund appropriation to higher education. CHE expended 55% of its 1983-84 budget for programs related to statutory coordination and planning responsibilities and 45% for administrative purposes. KHEAA'S breakdown of program and administrative expenditures was 70% and 30% respectively. The 30% expended for administrative purposes was paid totally out of the authority's agency receipts.

University Operating Revenues

State general fund appropriations and student tuition and fees are the major sources of university Educational and General (E & G) Revenues, i.e. revenues expended for operating purposes and for performing the primary missions of the university. In 1983-84, tuition and fee revenue ranged from 11% of total E and G revenue at KSU to 25% at Northern. State general fund appropriations ranged from 56% of total E and G revenues at U of L to 64% at Northern.

Tuition and fee revenue at each institution has increased at a much higher rate than state general fund appropriations (Table 4). The smallest percentage increase in total tuition and fee revenue over the four-year period was a 43% increase at Western. Northern experienced the largest increase, at 110%. In contrast, the largest percentage increase in state general fund revenue was at U of L, at 40% over the four-year period.

General Fund Appropriations

In FY 1984, 17.3% of total general fund expenditures in the state were attributable to the universities and community colleges. A graph of the percentage of university general fund appropriations of total general fund appropriations from 1964 to 1984 indicates that this is a slight increase in the percentage of university general fund of total

general funds of three years ago (Figure 1). University general fund receipts increased from 13.4% of total general funds in 1963-64 to a peak of 20.3% in the early 70's. The percentage declined from that point to 16% in 1977-78 before beginning to rise to its current level.

TABLE 4

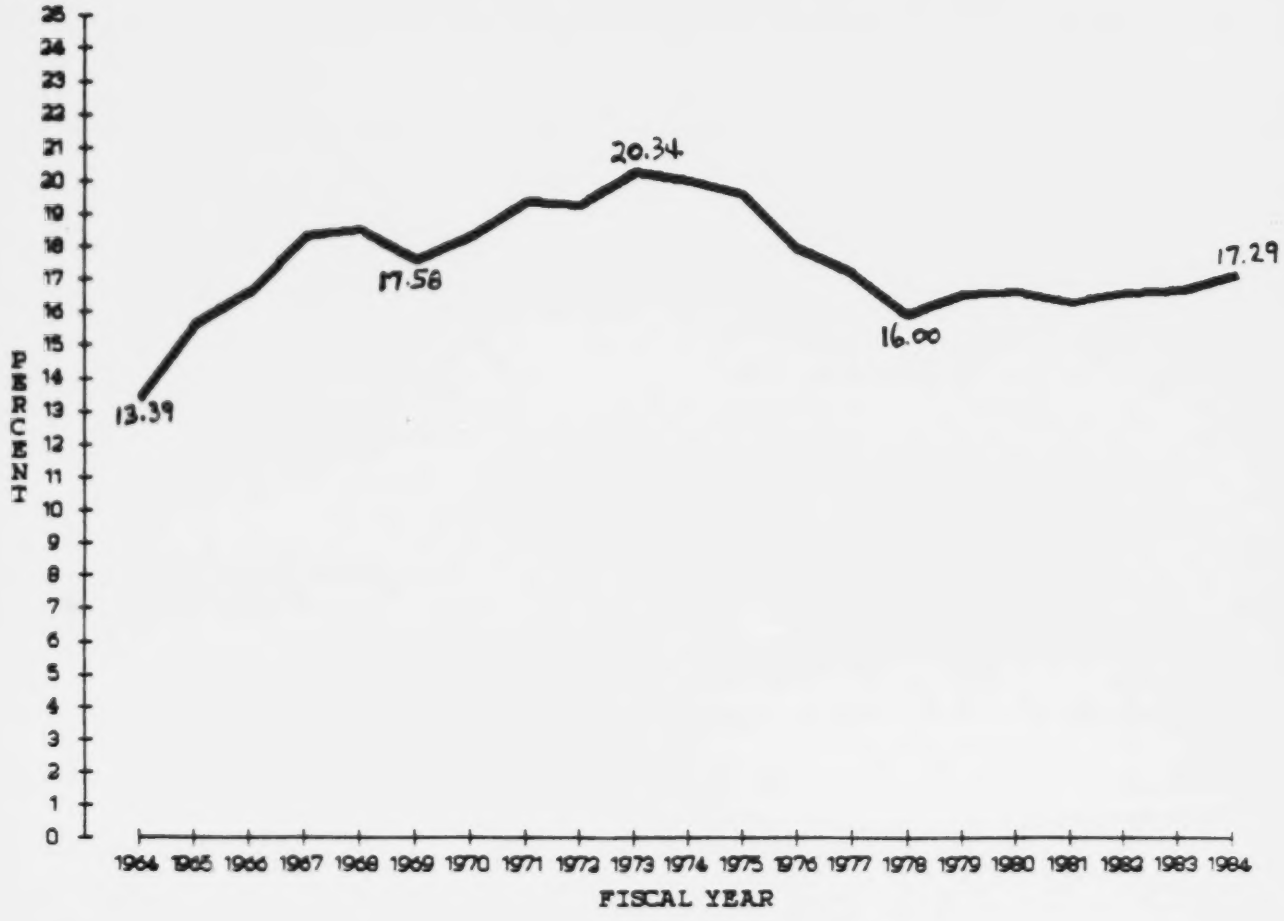
PUBLIC UNIVERSITIES
% GROWTH IN CURRENT FUND REVENUES
1979-80 to 1983-84

	Ky. State			Morehead			Northern			Murray		
	FY 80	84	%	FY 80	84	%	FY 80	84	%	FY 80	84	%
General Fund	$ 8.7	10.3	19	17.8	21.9	23	14.9	20.2	35	22.0	27.0	23
Tuition & Fees	$ 1.2	1.9	63	4.2	6.9	62	3.8	7.9	110	4.6	8.6	88
Total E & G	$15.9	17.4	10	25.4	34.6	36	20.7	31.5	52	31.8	42.4	33
Total Current Rev.	$17.3	19.1	11	29.3	41.1	40	21.6	33.5	56	36.3	48.1	33

	EKU			WKU			UL			UK		
	FY 80	84	%	FY 80	84	%	FY 80	84	%	FY 80	84	%
General Fund	$29.9	37.1	24	28.3	35.6	26	65.6	91.9	40	123.9	172.7	39
Tuition & Fees	$ 8.4	12.3	47	7.3	10.5	43	11.9	21.0	76	22.9	36.9	61
Total E & G	$43.2	60.4	40	40.2	56.1	40	114.3	163.0	43	186.8	267.0	38
Total Current Rev.	$51.6	71.6	39	46.3	63.1	36	146.9	174.7	19	238.4	360.6	48

FIGURE 1

PERCENTAGE UNIVERSITY APPROPRIATION OF TOTAL GENERAL FUND



Inflationary Adjustments

From FY 1964 until FY 1974, the percentage increase in university general fund appropriations exceeded the percentage increase in the total state general fund at 354% to 202% respectively. However, in the second half of the twenty year period the percentage increase in the total state general fund (225%) was greater than that of university general fund appropriations (179%). Thus, higher education's share of state general fund dollars began to decrease at a time when more responsibility was being placed on the system.

For a more recent period, from 1972 to 1984, the increase in the total general fund expenditures averaged 11.6%, as compared to an average of 10.8% in university general fund expenditures. Inflation since 1972, as measured by the Consumer Price Index, averaged 8.2%, reducing the "real" growth in higher education to 2.6%. This still allowed for a 38.4% "real" increase in the university general fund dollar over the '72 to '84 period, as compared to a 53.9 % "real" increase in the total general fund.

Appropriations as a Percent of Tax Revenues

According to data compiled by Kent Halstead, *How States Compare in Financing Higher Education, 1984-85,* Kentucky is spending proportionally less of its tax revenues for higher education than economically similar states, but ranks in the midrange of SREB states (Table 5). With 9.3% of state and local tax revenues earmarked for education-related higher education functions, Kentucky ranks 10th out of the 18 comparison states and 6th out of 8 among the economically similar states. The inclusion of non-educational public service appropriations raises Kentucky's percentage to (12.9%), 8th out of the 18 comparison states and 6th out of 8 among the economically similar states.

A significant portion of Kentucky's general fund appropriation to the universities is for non-instructional activities. Kentucky's $393.8 million appropriation for educational purposes, ranks 13th out of the 18 comparison states and midrange of the eight in the economically similar group (Table 6). However, Kentucky's appropriation to research, agriculture and medicine ($111.0 million) ranks 9th out of the 18 comparison states and at the midpoint of the eight economically similar states. In FY '84, Kentucky ranked above the regional averages in appropriatons to the health professions (medicine, nursing, allied health and medical centers) and in per capita appropriations for agriculture.

TABLE 5

TOTAL HIGHER EDUCATION APPROPRIATION
AS A PERCENT OF TOTAL STATE
AND LOCAL TAX REVENUES
1984-85
SREB AND SURROUNDING STATES

	Education Related	Total
*Alabama	14.7%	(16.6)**
*N. Carolina	13.7	(17.7)
*S. Carolina	12.7	(17.4)
Mississippi	12.1	(16.9)
*Arkansas	11.7	(13.6)
*Tennessee	11.2	(13.6)
Texas	11.0	(15.6)
Indiana	9.7	(11.1)
Virginia	9.6	(11.9)
Kentucky	9.3	(12.9)
*Georgia	8.9	(11.4)
*Louisiana	8.8	(12.8)
Florida	8.7	(10.5)
Maryland	8.1	(10.0)
Missouri	8.1	(9.0)
W. Virginia	7.8	(11.0)
Illinois	7.7	(9.2)
Ohio	6.9	(8.3)

*States economically similar to Kentucky according to Larry Lynch.

**The Halsted Report offered the following qualification to this column of figures .

The allocation rate for total appropriations, shown in parentheses, includes public service programs which are not comparable state to state. This measure should be used only as an indicator of the total allocation requirements of the state's higher education system.

Source: K. Halstead, *How States Compare in Financing Higher Education, 1984-85.*

TABLE 6

APPROPRIATIONS FOR HIGHER EDUCATION
1983-84 (In Millions of Dollars)

	Halstead 1984-85			SREB
	State/Local Educational	State Res-Ag-Med	Total State/Local	1983-84 Total
Texas	2,313.4	668.5	2,981.9	2,282.3
Illinois	1,196.4	199.7	1,396.1	N/A
Florida	933.0	161.0	1,094.0	956.3
Ohio	888.3	148.3	1,036.6	N/A
*No. Carolina	734.9	163.0	897.9	864.7
Virginia	598.6	112.3	710.9	617.3
*Georgia	566.0	131.0	697.0	570.2
*Louisiana	501.3	151.5	652.8	503.1
Indiana	497.9	67.9	565.8	N/A
Maryland	486.8	94.9	581.7	437.0
*Alabama	408.5	43.0	451.5	410.0
*Tennessee	405.9	73.5	479.4	387.7
Kentucky	393.8	111.0	504.8	400.5
*So. Carolina	387.7	107.4	495.1	392.5
Missouri	375.8	38.4	414.2	N/A
Mississippi	327.2	95.1	422.3	345.4
*Arkansas	194.0	27.4	221.4	197.3
W. Virginia	171.0	47.2	218.2	199.3

*Indicates states identified by Larry Lynch as optimal for comparison with Kentucky.

Source: K. Halstead, *How States Compare in Financing Higher Education, 1984-85* and *SREB Fact Book 1983-84.*

NOTES: "State/Local Educational" appropriations, "State Res-Ag-Med," and "Total State-Local," are taken from the study "How States Compare in Financing Higher Education 1984-85" by Kent Halstead.

"State/Local Educational" appropriations are from state and local government taxes and exclude funds from federal sources, tuition charges, and sums for capital outlay. These figures include sums for student financial aid for students attending state public institutions; sums designated for higher education but appropriated to some other agency; and sums for all activities and support elements of higher education.

"SREB Total" appropriations exclude dollars for capital outlay and debt service and money derived from sources other than state tax revenue, with the exception of Texas which includes federal revenue sharing funds appropriated by the Texas legislature. These appropriations include funds for health programs, state financial aid programs and coordinating or governing boards.

FTE Student Appropriations

Kentucky ranks 7th out of 13 and 8th out of 10 in FTE appropriations to UK and U of L respectively; at the midpoint (4 out of 8) in FTE appropriations to EKU, WKU and MuSU; 5th out of 14 in FTE appropriations to NKU, MoSU and KSU; and at the bottom (6 out of 7) in FTE appropriations to the community college system (Table 7).

TABLE 7

APPROPRIATIONS PER FTE STUDENT, PUBLIC INSTITUTIONS, SREB STATES, 1983-84

	Doctoral		Master's		Two-Year
	I	II	I	II	I
Alabama	2,688 (13)*	3,677 (7)*	2,723 (5)*	2,326 (13)*	0
Arkansas	3,072 (11)	0	2,650 (7)	2,732 (9)	2,287 (5)*
Florida	4,435 (4)	4,066 (3)	4,658 (1)	5,643 (1)	0
Georgia	4,632 (3)	4,166 (2)	0	2,942 (8)	2,533 (3)
Kentucky	3,418 (7)	3,420 (8)	3,333 (4)	3,459 (5)	1,717 (6)
Louisiana	3,025 (12)	0	0	2,659 (10)	2,619 (1)
Maryland	3,672 (6)	0	0	3,087 (7)	0
Mississippi	0	3,246 (9)	0	3,832 (2)	0
N. Carolina	4,698 (1)	3,981 (5)	3,457 (2)	3,510 (4)	0
S. Carolina	4,147 (5)	3,811 (6)	0	3,177 (6)	2,294 (4)
Tennessee	3,253 (9)	2,604 (10)	0	2,431 (11)	0
Texas	4,684 (2)	5,827 (1)	3,415 (3)	3,616 (3)	0
Virginia	3,159 (10)	4,013 (4)	2,043 (8)	2,298 (14)	2,600 (2)
W. Virginia	3,324 (8)	0	2,707 (6)	2,367 (12)	0
SREB Region	4,023	3,845	3,360	2,934	2,233
Kentucky Ranks:	7 out of 13	8 out of 10	4 out of 8	5 out of 14	6 out of 7

* Ranking order within classification.

NOTE: Texas appropriations include estimated tuition and fees, which cannot be separately identified in the appropriations process. Operating appropriations for the veterinary medicine program at Texas A & M University are not separately identifiable and are included in the figure for State General Operating Appropriations for Doctoral I institutions.

NOTE: DOCTORAL I: U.K.
DOCTORAL II: U.L.

MASTER'S I: E.K.U.; W.K.U.; Mu.S.U.
MASTER's II: N.K.U.; Mo.S.U.; K.S.U.

TWO-YEAR I: Community College System

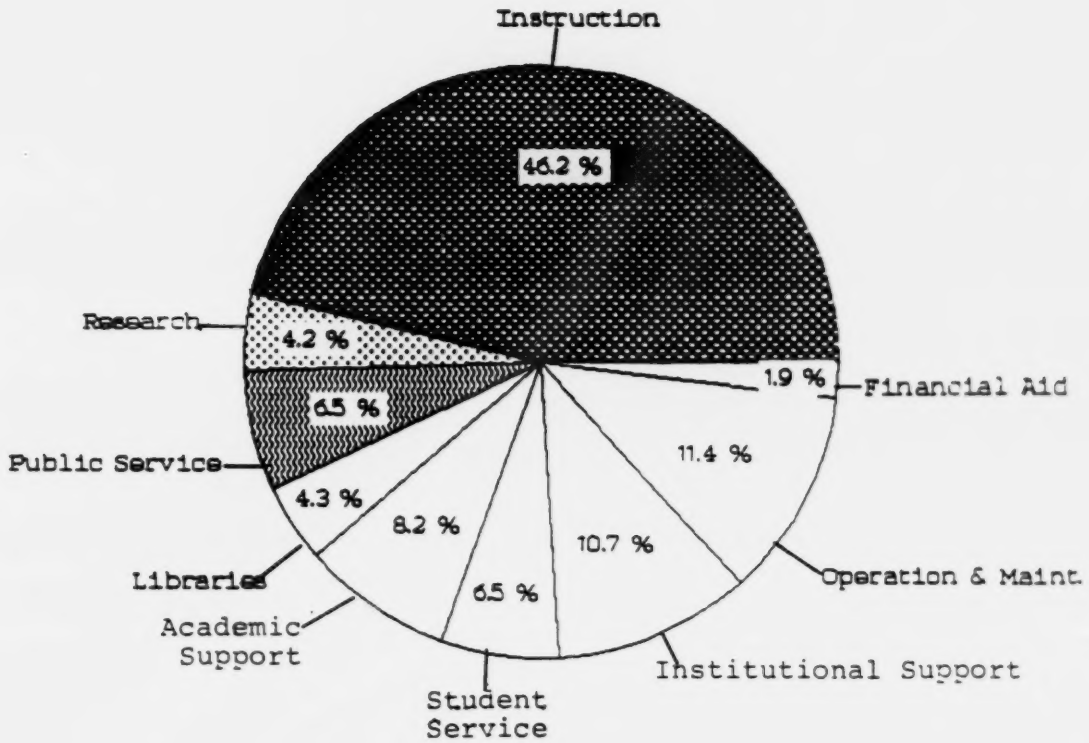
SOURCE: 1983-84 SREB State Data Exchange

University Expenditures. University expenditures, accounted for in functional categories defined in the Uniform Financial Reporting Manual, have followed a pattern similar to budgeted expenditures for 1984-85.

Systemwide, 46.2% of unrestricted current expenditures as a percentage of total unrestricted educational and general expenditures were budgeted in the instruction area. (Unrestricted current fund expenditures are those from revenue on which no restrictions are placed by the source. State general fund appropriations and student tuition and fees fall into this category.) Only 5% was budgeted for institutional research, and 7% for public service (Figure 2)

FIGURE 2

UNRESTRICTED FUNDS DISTRIBUTION
FOR UNIVERSITIES FY84-85



FTE Expenditures

The expenditures categories which seem to relate most to students are instruction, academic support and student services. FY 1984 instruction expenditures ranged from $2013 per FTE at Northern to $5052 at U of L (Table 8). The systemwide average expenditure per FTE was $3095. FTE expenditures for academic support ranged from $282 at Northern to $1048 at U of L. FTE expenditures for student services ranged from $215 at UK and the community college system to $769 at U of L.

TABLE 8
EXPENDITURES PER FULL-TIME EQUIVALENT ENROLLMENTS FOR INSTRUCTION, ACADEMIC SUPPORT AND STUDENT SERVICES
1979-1984

	EKU	KSU	MoSU	MSU	NKU	UK/CC	UL	WKU	S-W
Instruction									
1979-80	1,379	2,564	1,976	2,159	1,670	2,539	3,318	1,748	2,341
1980-81	1,785	2,431	2,052	2,069	1,705	2,515	3,433	1,852	2,374
1981-82	1,993	2,540	2,205	2,217	1,680	2,785	3,732	1,983	2,582
1982-83	2,134	2,551	2,437	2,423	1,868	2,970	4,500	2,147	2,840
1983-84	2,421	2,711	2,451	2,672	2,013	3,126	5,052	2,434	3,095
% Change									
1979-84	75.6	5.7	24.0	23.4	20.5	23.1	52.3	39.2	32.2
Academic Support									
1979-80	386	183	322	339	265	515	631	266	438
1980-81	393	238	329	380	213	477	690	310	443
1981-82	393	328	322	361	212	610	799	272	503
1982-83	504	685	333	308	257	644	879	328	554
1983-84	588	398	395	341	282	700	1,048	339	617
% Change									
1979-84	52.3	117.5	22.7	.6	6.4	35.9	66.1	27.4	40.9
Student Services									
1979-80	304	1,028	382	357	325	182	509	349	322
1980-81	312	947	397	447	306	177	478	367	319
1981-82	355	670	373	473	287	189	502	342	326
1982-83	290	779	536	479	310	205	661	388	366
1983-84	386	689	620	547	381	215	769	462	420
% Change									
1979-84	27.0	-33.0	62.3	53.2	17.2	18.1	51.1	32.4	30.4

Tuition

The CHE attempts to set tuition rates at a level which will promote access to higher education. That rate has fluctuated as a percentage of Per Capita Personal Income (PCPI) but has gradually increased in the last six years. In comparison to those of similar states, the tuition rate at Kentucky's public universities is slightly lower, as is Kentucky's tuition as a percentage of state appropriations per student.

In addition to tuition, Kentucky students must pay a variety of mandatory fees. Their costs vary from institution to institution.

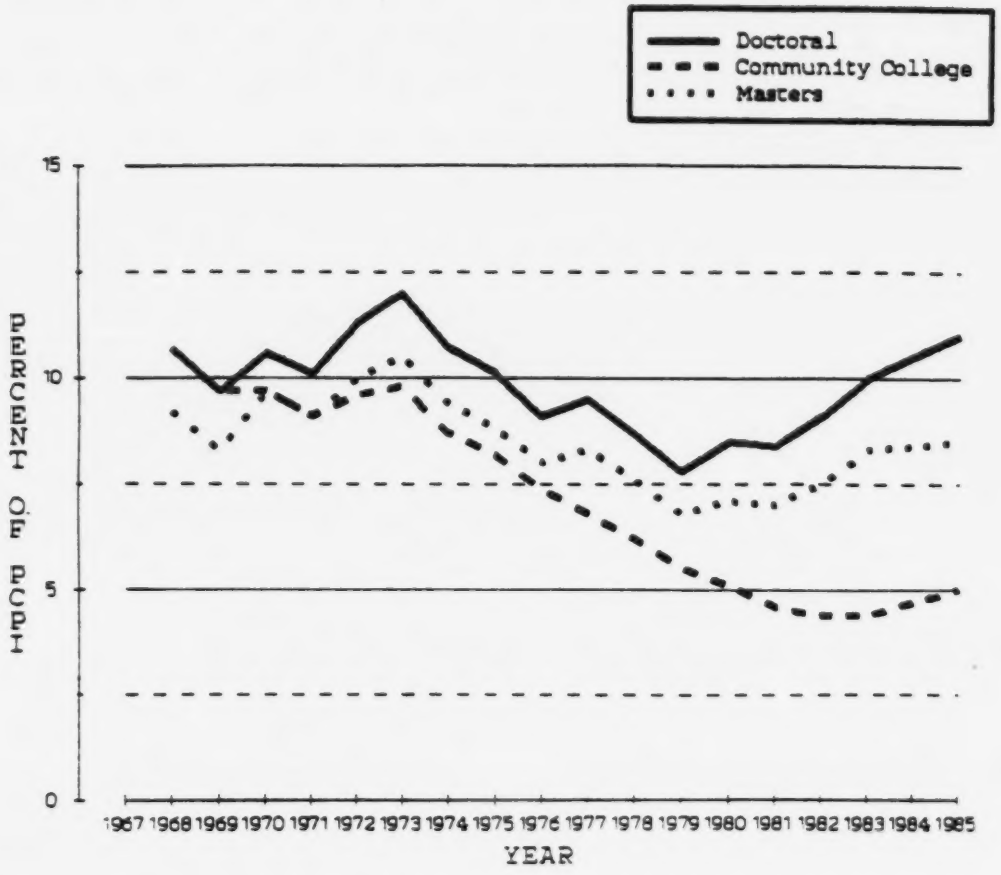
The authority for setting tuition for the state's public universities rests with the Council on Higher Education. Council policy attempts to maintain in-state tuition rates at a reasonable percentage of PCPI. The tuitions of benchmark institutions are ranked by the percentage of PCPI that each represents in its respective state, and the median percentage is used as a guide for setting tuition in Kentucky.

Tuition Rate Change Over Time

Figure 3 shows the fluctuation of tuition as a percent of PCPI over the past 18 years. During this period tuition at the doctoral institutions ranged from as high as 12% of PCPI in 1973 to as low as 7.8% in 1979. Since 1979 this percentage has increased each year and is expected to be 11% of PCPI in 1985-86. The master's institutions have followed a similar progression, ranging from a high of 10.5% in 1973 to a low of 6.8% in 1979. Master's institutions' tuition is projected to be 8.5% of PCPI in 1985-86. Unlike the doctoral and master's institutions, the community colleges showed a steady decline in tuition as a percentage of PCPI until 1984 and 1985. The rate is projected to be 5.0% for 1985-86.

FIGURE 3

UNDERGRADUATE RESIDENT TUITION AS PERCENT OF PCPI
1968 to 1985 Projected



SOURCE: Recommendations for Operating Support and Capital Construction - Council on Higher Education.

Tuition in Other States

Kentucky's tuition rates (Table 9) are lower than those in the SREB and seven similar states' (as selected by Dr. Larry Lynch) medians. For the 1983-84 school year, Kentucky's Doctoral I tuition rate of $934 (annual) ranked 8th out of the 13 SREB states with comparable institutions. Among Doctoral II institutions, Kentucky's rate of $934 ranked 6th out of 8. Kentucky's Master's I institution tuition rate of $776 (annual) ranked 5th out of 8 and the same rate for Kentucky's Master's II institutions ranked 9th out of 14. The Community College tuition rate of $414 (annual) ranked 12th out of 14.

The percentage that tuition constitutes of state-operated appropriations per student is also slightly lower in Kentucky than those of others in the SREB or the seven economically similar states. In 1983-84 Kentucky's doctoral institutions' tuition was 27.3% of the $3,418 per student state appropriation. This was slightly below the 29.3% median of the SREB states and the 28.3 median of the seven similar states. This trend exists for Doctoral II and Master's I and II as well.

TABLE 9

1984 AND 1985 TUITION SCHEDULES

	Resident				
	1983-84	1984-85	Percent Increase	1985-86	Percent Increase
Semester Rates:					
Undergraduate:					
Community College System	$ 207	$ 234	13	$ 260	11
Master's Degree Institutions	388	415	7	442	7
Doctoral Degree Institutions	467	520	11	572	10
Graduate:					
Master's Degree Institutions	427	457	7	486	7
Doctoral Degree Institutions	514	572	11	630	10
Pharmacy	641	641	-0-	641	-0-
Annual Rates:					
Law	$1,384	$1,472	6	$1,561	6
Medicine	2,654	3,096	17	3,538	14
Dentistry	2,358	2,636	12	2,914	11

	Nonresident				
	1983-84	1984-85	Percent Increase	1985-86	Percent Increase
Semester Rates:					
Undergraduate:					
Community College System	$ 621	$ 701	13	$ 780	11
Master's Degree Institutions	1,163	1,245	7	1,327	7
Doctoral Degree Institutions	1,401	1,559	11	1,717	10
Graduate:					
Master's Degree Institutions	1,279	1,370	7	1,459	7
Doctoral Degree Institutions	1,541	1,715	11	1,889	10
Pharmacy	1,510	1,717	14	1,923	12
Annual Rates:					
Law	$3,484	$4,161	19	$4,839	16
Medicine	5,324	7,085	33	8,845	25
Dentistry	4,558	5,921	30	7,284	23

Source: Council on Higher Education

Fees

All eight Kentucky public universities assess full-time students some form of mandatory fees. Fees are charged for a wide variety of services (e.g., health, athletics) and the costs vary from institution to institution. Some of these services are included in the cost of tuition and others are optional at one university while mandatory at another. The cost of the total extra mandatory fees ranges from $30 to $52.

Financial Assistance

A variety of financial assistance programs are available to students attending Kentucky's public universities. Federal programs available to all students nationwide constitute a large portion of that assistance. Eligible Kentucky students may also receive financial assistance through a variety of state and university-based aid programs.

Each year grants are awarded to students at both public and private institutions. The demand for these grants has consistently exceeded the available funds. Additionally, the state operates two federally-insured loan programs which are also available to students at public or private institutions. Financial aid is also available from the state through a small work-study program. The institutionally-based financial assistance is drawn from both private gifts and the universities' general operating funds and is frequently awarded to students on the basis of academic merit rather than financial need.

While measuring the effect that financial assistance programs have on access to higher education is difficult, there is a broad consensus that these programs make higher education more readily available to a broader spectrum of society.

State Grant Programs

The state offers two grant programs: The Kentucky Tuition Grant (KTG) and the State Student Incentive Grant (SSIG). Both grants are awarded on the basis of financial need. The KTG awards Kentucky students attending private institutions up to $1000 per year. The SSIG program makes awards of up to $400 per year to students at both public and private institutions. Table 10 gives a breakdown of numbers of grants and dollars awarded (1983-84) by type of institution. It shows among other things that while 57% of the 17,189 grants awarded were to students attending public four-year institutions, 54% of the $7.8 million awarded was awarded to students attending four-year private institutions. Each year the demand for these grants exceeds the available money and in 1983-84 1,948 grant applicants who met the eligibility requirements were denied grants because of exhausted funds.

TABLE 10

SSIG AND KTG GRANT DISTRIBUTION
BY TYPES OF INSTITUTIONS
Academic Year 1983-84

	Number of Grants	Percent of Total	Amount Awarded	Percent of Total
Public 4-Year	9,828	57%	$2,470,268	32%
Public 2-Year	1,720	10	417,435	2
Private 4-Year	4,579	27	4,296,522	54
Private 2-Year	645	4	602,946	8
Others	417	2	93,843	1
TOTAL	17,189	100	$7,881,014	100

State Loan Programs

The Kentucky Higher Education Assistance Authority (KHEAA) operates a Guaranteed Student Loan Program (GSLP) and insures loans for 100% of the principal loan amount for eligible Kentucky students. Under the GSLP, students borrow directly from participating commercial lending institutions. Loans are need-based and students whose family income is less than $30,000 are automatically eligible. In 1984, 53% of the loans ($30,500) and 52% of the $62,886,672 in loans was awarded to students attending public four-year institutions. KHEAA also insures PLUS loans. This is a small program designed for parents of indigent undergraduate students, graduate and professional students, as well as independent undergraduate students. During fiscal year 1984, 257

PLUS loans for parent borrowers, totaling $611,291, and 148 PLUS loans for student borrowers, totaling $364,869, were guaranteed.

Institutional Financial Assistance

Financial assistance is also available from the institutions themselves. Many of these grants are awarded on the basis of academic merit rather than financial need. The sources of these funds can be divided into two groups: (1) those available through privately sponsored grants and scholarships (totaling $1,647,695 in FY 83-84), and (2) funds drawn from the universities' general operating funds (totaling $21,148,318 in FY 83-84).

In 1983-84 institutional work-study programs accounted for the largest category of institutional financing and awarded $6.9 million. $3.9 million drawn from university operating funds was awarded in athletic scholarships. $527,000 in athletic scholarships was awarded from privately sponsored programs. Additionally, tuition waivers for senior citizens, veterans and certain out-of-state students are mandated by the legislature, with the costs being absorbed by the universities.

Access

The effect that financial assistance programs have on choice and access to higher education is difficult to measure. The factors influencing a particular student's decision to attend an institution of higher education are extremely complex. However, many studies have concluded that financial aid does have significant impact on student access and choice.

Most debate relating to financial assistance centers on the extent to which government should be involved in promoting access, and in what way the greatest access can be provided at the least cost. The latter point is largely a matter of finding the combination of tuition rates and financial assistance funding that provides the greatest access for a given level of expenditure.

Staffing and Salary Comparisons

Although enrollments have declined in recent years, the number of total university employees has increased. The extent of the increase has differed for the various types of employees. Overall, the number of managerial/professional non-faculty employees has increased at a greater rate than the number of faculty. Information on national and SREB state salaries for faculty administrators indicates that the salaries of both the administrators and faculty of Kentucky's public universities are generally lower than those of their counterparts nationwide.

Personnel Ratios

EE0-6 reports submitted by the universities to the U.S. Higher Education Reporting Committee provide a current and historical profile of staffing patterns at Kentucky's public universities.

For the period 1975-1984, total personnel increased by 12.8%, from 12,907 to 14,506, while headcount enrollment increased by 1.6%, and the FTE enrollment actually declined by 4.5% (Table 11). During this period the number of managerial/professional non-faculty employees increased by 20.4%, from 2,312 to 2,784. Faculty personnel increased their numbers by 15.3%, from 3,997 to 4,610. While the 1975-84 timeframe does show a substantial growth in overall personnel (particularly in contrast to the decline in FTE enrollment), it should be noted that in the most recent years the growth in personnel has slowed considerably. However, this slowdown in personnel growth (2.2% for 1981-84) is still outdistanced by the decline in FTE enrollment (-7.6%) during the same period.

TABLE 11

PERCENTAGE CHANGE IN STUDENT HEADCOUNT
FTE STUDENTS, FACULTY/ADMINISTRATORS/PROFESSIONAL
NONFACULTY AND TOTAL PERSONNEL
1975-1984

Statewide

	Headcount Enrollment	FTE Students	Faculty	Managerial/ Pro. Nonfaculty	Total Personnel
'75-81 #	7,725	2,343	520	403	1,310
%	8.8	3.3	13.0	17.4	10.1
'81-84 #	-6,292	-5,572	93	69	289
%	-6.6	-7.6	2.1	2.5	2.2
'75-84 #	1,433	-3,229	613	472	1,599
%	1.6	-4.5	15.3	20.4	12.4

For the state, the student FTE: total personnel ratio dropped from 5.5 students per employee in 1975 to 4.7 students per employee in 1984. The student FTE : total administrative employee ratio declined from 30.1 students per administrative employee in 1975 to 24.4 students per administrative employee in 1984. The ratio of student FTE : facul-

ty went from 17.8 students per faculty member in 1975 to 14.7 students per faculty member in 1985.

Administrative Salaries

The College and University Personnel Association (CUPA) national survey of university administrative salaries indicated that Kentucky's upper level administrator salary medians range from 13 to 16% below the national median, with only one university exceeding the national median. The second level administrative salary median ranged from 4 to 26% below the national medians with only one university exceeding the median.

Table 12 compares the overall CUPA medians for all positions surveyed to the medians of each of the state universities and expresses the university median as a percentage of the CUPA median.

TABLE 12

OVERALL COMPARISONS
ALL POSITION SALARIES REPORTED TO CUPA
CUPA MEDIANS COMPARED TO STATE UNIVERSITY MEDIANS

INSTITUTION	CUPA MEDIAN	UNIVERSITY MEDIAN	UNIVERSITY PERCENT OF MEDIAN
EASTERN	37,570	32,600	86.8%
KENTUCKY STATE	32,276	28,050	86.9%
MOREHEAD	32,000	30,000	93.8%
MURRAY	32,265	29,380	91.06%
NORTHERN	34,437	32,820	95.3%
UK	43,169	39,740	92.1%
UL	36,144	37,845	104.7%
WESTERN	36,144	37,128	102.7%

Faculty Salaries

The average faculty salary varies considerably among Kentucky's universities. Overall, Kentucky's universities are below the national average in faculty salaries, as well as below their own benchmarks' medians. Furthermore, this gap has grown from 1983-84 to 1984-85.

Table 13 illustrates the average salaries of full-time faculty at public master's institutions for the Southern Regional Education Board (SREB) states and the national average for 1983-84. Kentucky ranks 5th among the SREB states and is 8% under the national average. Table 14 shows these same statistics for public doctoral institutions. Kentucky ranks 4th among the SREB states and is 2% under the national average.

Using benchmarks established by the Kentucky Council on Higher Education, comparisons were made for each university. In 1984-85, UK achieved 89% of its benchmark median and UL achieved 91% of its benchmark median for faculty salaries. All regional universities are from 4-19 percentage points below their benchmark medians, with the exception of WKU.

TABLE 13

Average Salaries of Full-Time Faculty, Public Master's Institutions,
United States and SREB States, 1983-84;
Percent Change 1983-84

	Professor	Associate Professor	Assistant Professor	Instructor	Undesignated Rank	All Ranks Average	
						Dollars	Percent Change 1983-84
United States*	$34,560	$27,770	$23,040	$19,110	$18,940	$28,160	3.9
SREB States	31,757	26,754	22,424	18,039	19,679	25,516	4.8
Alabama	29,112	25,924	21,669	18,176	16,304	23,507	6.3
Arkansas	26,549	23,168	20,955	17,002	---	22,766	-1.4
Florida	35,315	28,179	23,780	19,218	22,612	28,286	7.7
Georgia	32,631	27,159	22,473	17,722	---	25,928	6.9
*Kentucky	30,962	26,609	22,218	17,858	16,342	25,886	5.1
Louisiana	29,747	25,980	22,190	18,565	---	24,891	3.0
Maryland	34,735	29,292	23,786	18,614	19,917	27,254	1.2
Mississippi	29,041	23,983	21,025	17,216	---	22,628	9.3
N. Carolina	31,705	26,594	22,892	19,111	19,931	25,680	5.0
S. Carolina	32,900	26,939	22,318	16,744	16,300	25,506	6.7
Tennessee	28,163	24,146	19,807	15,219	---	23,292	1.2
Texas	34,775	28,810	23,836	18,975	---	26,929	4.9
Virginia	29,962	25,211	21,115	17,244	19,275	24,185	-0.8
W. Virginia	30,192	23,921	20,055	16,072	---	23,148	2.6

* The United States salary figures are derived from American Association of University Professors' data, which uses slightly different definitions for "master's" category.

NOTE: See Appendix for definitions of institutional categories.

SOURCES: SREB-State Data Exchange with state higher education agencies, 1982-83 and 1983-84; and *The Chronicle of Higher Education*, "Fact File," June 20, 1984.

TABLE 14

Average Salaries of Full-Time Faculty, Public Doctoral Institutions,
United States and SREB States, 1983-84;
Percent Change 1983-84

	Professor	Associate Professor	Assistant Professor	Instructor	Undesig-nated Rank	All Ranks Average	
						Dollars	Percent Change 1983-84
United States	$39,770	$29,470	$24,290	$18,220	$21,300	$31,660	3.8
SREB States	38,281	28,864	23,885	18,040	19,771	29,727	3.6
Alabama	35,202	28,268	22,464	17,532	19,344	27,030	1.0
Arkansas	34,076	26,599	22,479	17,390	13,393	28,273	-0.6
Florida	38,803	28,798	25,351	20,645	22,113	32,003	9.6
Georgia	43,815	31,559	25,434	18,516	19,633	33,794	6.7
*Kentucky	38,677	29,098	23,898	20,466	15,221	30,999	5.8
Louisiana	35,051	27,885	23,189	17,591	---	26,853	0.5
Maryland	39,720	28,946	23,470	17,392	19,170	29,147	-0.8
Mississippi	34,694	27,426	22,970	18,357	20,000	27,543	11.2
N. Carolina	39,854	29,541	24,230	20,360	18,664	30,045	1.3
S. Carolina	39,240	29,248	23,952	17,319	26,169	30,212	8.0
Tennessee	32,171	25,492	21,159	16,666	20,223	25,761	-0.2
Texas	39,943	30,414	25,048	18,264	---	31,293	4.8
Virginia	39,480	28,715	23,795	17,786	20,619	29,610	0.1
W. Virginia	32,730	25,748	20,586	17,853	15,303	26,130	1.4

* The United States salary figures are derived from American Association of University Professors' data, which uses slightly different definitions for the "doctoral" category.

NOTE: See Appendix for definitions of institutional categories.

SOURCES: SREB-State Data Exchange with state higher education agencies, 1982-83 and 1983-84; and *The Chronicle of Higher Education*, "Fact File," June 20, 1984.

Utilization, Enrollments and Degree Production

Kentucky has committed itself financially and institutionally to providing access to higher education. Despite the accessibility afforded through the eight universities and thirteen community colleges, when compared nationally, Kentucky ranks low on several measures of educational attainment. Higher education enrollments and degrees conferred rose dramatically over a 20-year period from 1960 but have steadily declined since 1980. Although there is a population decline in the 18-25 year old age group, which traditionally has comprised the majority of college enrollments, the low rates of college level training in the 18-and-older population provides a large pool of potential enrollees. Furthermore,

comparisons to the other SREB states indicate that Kentucky ranks low in the proportion of students enrolled in community colleges.

Educational Attainment in Kentucky

According to 1980 population census data, Kentucky ranks last and near last nationally in educational attainment at the high school and college levels, respectively. Only 53% of Kentucky's population 25 years of age and older has a high school degree. This places Kentucky last amongst the 50 states.

Kentucky ranks only slightly better on measures of college attainment. Kentucky is 48th, with 11% of its 18-34 year old population having 1-3 years of college. Similarly, Kentucky ranks 49th with only 11% of its 18-34 year old population enrolled in higher education and only 30% of its 18-25 year old population enrolled. Finally, only 11% of Kentucky's population 25-and-older has had four years or more of college.

Enrollment Trends

An examination of systemwide enrollment trends for the eight universities indicates a decline over the past few years after almost two decades of increase. This decline in enrollments is especially noticeable at the graduate and professional degree levels. Enrollments in the community colleges, however, continue to increase. Enrollments also indicate a shift in the student population from full-time to part-time enrollments.

The systemwide enrollment trend from 1960 to 1983, including universities and community colleges, is shown in Figure 4. As indicated, enrollments increased almost 350% from 1960 to 1980 and have decreased 5% from 1980 to 1983. Separate data for community college enrollments is available only from 1979. During the 1979 to 1983 period, community college enrollment has increased 40%.

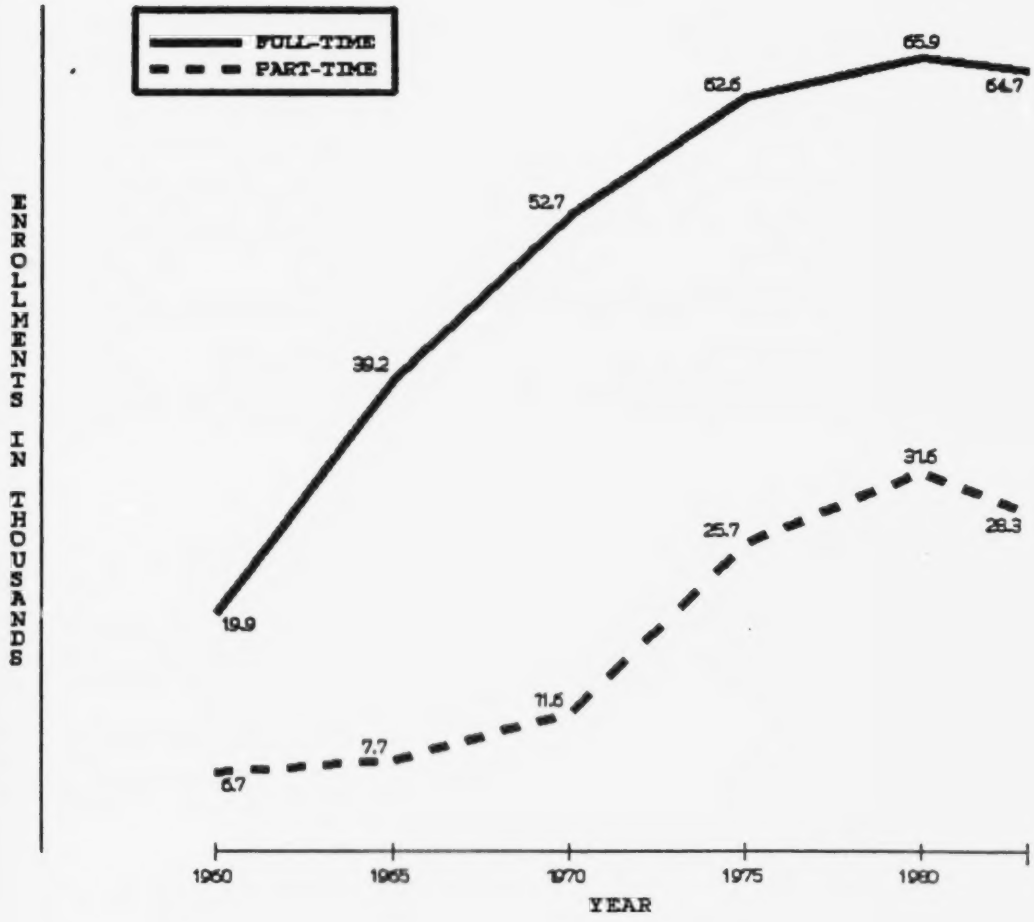
Kentucky has a relatively low percentage of its total higher educaton enrollees in the less expensive community college programs. SREB comparison data for 1982 indicate Kentucky ranks 11th out of 14, with only 19% of its enrollments in the community colleges. The proportion of community college enrollments for the nation is 47% and 41% for the SREB states.

Since 1960, the proportion of full-time to part-time students has always favored full-time enrollments. In 1965 the ratio of full-time to part-time was 5:1. This ratio has declined to a ratio of approximately 2.3:1 in 1983. The ratio of full-time students is higher at the universities (60%) than at the community colleges (47%) in 1983-84. The percentage of out-of-state students has ranged between 11% and 14% since 1960.

The pattern of enrollment changes from 1979 to 1983 varies among the universities and by degree levels. Most universities have experienced an increase in undergraduate enrollments, despite a systemwide decrease of 4%. Graduate programs have decreased 21% systemwide and have decreased at all but one institution. Professional programs have decreased 6% between 1979 and 1983 at all universities.

FIGURE 4

FULL/PART-TIME PUBLIC HIGHER EDUCATION ENROLLMENTS
FOR SELECTED YEARS - FALL, 1960 to FALL, 1983



From: "Higher Education Overview", p. 19

Degree Trends

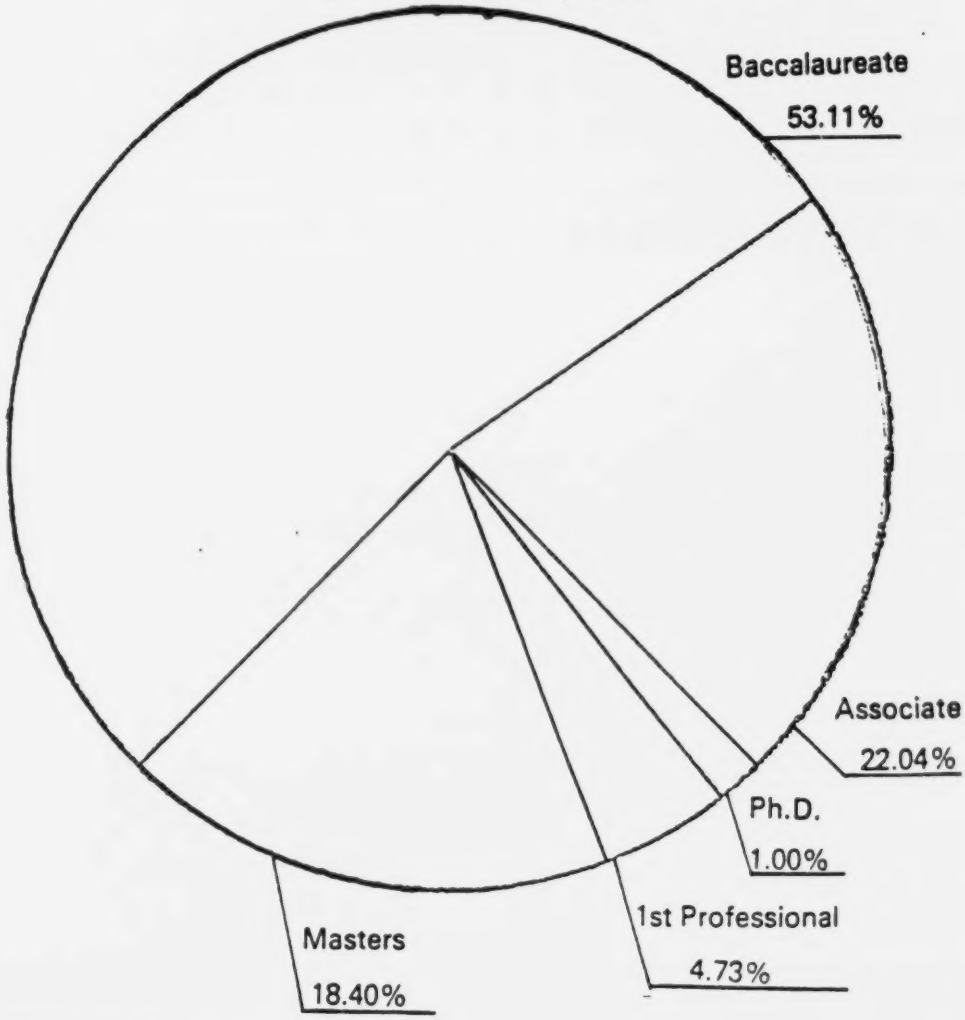
Degrees conferred have followed a trend similar to enrollments, a 20-year increase followed by a recent decrease. Baccalaureate degrees represent the largest category conferred, followed by associate and master's degrees. Baccalaureate degrees as a percentage of total degrees have steadily decreased since 1960, while the percentage of associate degrees has increased.

As indicated in Figure 5, baccalaureate degrees granted in 1982-83 were 53% of the total. Associate degrees were 23% and master's degrees 18%. There is a major change in this pattern since 1960. In 1960, baccalaureate degrees were 80% of the total, associate 2% and master's 17%. Doctoral degrees have remained around 1%, while first professional degrees have been approximately 5%.

FIGURE 5

Degrees Conferred by Levels in State-Supported Institutions

July 1, 1982 - June 30, 1983



From: "HIGHER EDUCATION OVERVIEW", p. 22.

Programming, Duplication and Cooperation

Kentucky lawmakers have given the Council on Higher Education statutory authority to develop, for the Governor's approval, a comprehensive plan for higher education and to define and to approve the offering of all degree level programming in the Commonwealth's state-supported universities and community colleges. Statutory language concerning the authority of the individual institutions identifies the general scope of programming that may be offered upon approval by the CHE.

Statutory language concerning the authority of the CHE implies that this body may establish missions for individual institutions through the planning and program review processes. The statute also implies that the CHE may disapprove programs and that the institutions are obliged to eliminate such programs. The CHE is in the process of developing a five-year plan for higher education and is in the third year of its first five-year program review cycle.

CHE Program Control Activities

Authority for comprehensive planning, analysis and research related to Kentucky higher education needs was granted to the CHE in 1966. In 1977, the Governor gave the CHE authority to define and approve all programming in the public institutions; this executive order was ratified by the General Assembly in 1978. Since obtaining this authority, the CHE has produced one five-year plan and is in the process of developing a second. The CHE has also established a system for reviewing new and existing programs and a registry of programs based upon a federal classification system for instructional programs.

From 1979 to 1981, the CHE reviewed existing programs by degree level and compiled the first registry of programs. During this process, the CHE, reportedly, reviewed 1084 programs and approved 952 programs. Since this process involved the classification of programs, the number of actual program eliminations involving a reduction of faculty program resources and course offerings is unknown. Program consolidations and reclassifications to nonprogram status obscure the actual eliminations having a fiscal and resource impact.

Currently, the CHE has a five-year program review cycle that calls for the review of approximately twenty percent of existing programs each year. New program review is ongoing. From January of 1982 until October of 1985, the CHE reports having registered, either conditionally or unconditionally, 464 programs, while another 150 programs have been voluntarily suspended by the institutions or withdrawn.

Program Offerings

According to the CHE's 1984 registry of programs, Kentucky's system offered 399 types of degree programs, ranging from the associate through the first professional degrees. Within these degree programs, specialty areas, majors and areas of concentration

which require separate faculty and resources but which are not counted as separate programs under the CHE policies also exist. The program areas most frequently duplicated between institutions vary among the degree levels and types of institutions.

At the associate degree level, business, allied health, engineering-related technologies and renewable natural resources are the most common program areas and each is present in at least 9 of the 13 community colleges. Engineering-related technologies, allied health, business and protective services are the most frequent associate level programs; each is offered in at least 6 of the 8 universities.

Within the universities, education, business, social services, visual and performing arts and physical sciences comprise the five largest groups of programs; each is offered in at least 6 of the institutions. Master's level programming is dominated by similar programs, with the addition of the health sciences. Doctoral programs are found only at UK and UL; education, health sciences, life sciences, engineering and physical and social sciences are the most commonly offered program areas.

First professional degree programs in law are offered at three institutions, while medicine and dentistry are offered at two. Only one program in law is offered at each of the three institutions, UK, UL, and Northern Kentucky University. UK and UL both offer a general first professional program in dentistry; combined they offer nine residency programs, five of which are found at each institution. Currently the two institutions are working under a cooperative agreement to control program duplication and share administration, faculty and resources. Both institutions offer a general medical program, as well as, 42 residency programs, 25 of which are offered by both schools.

Program Utilization

No set criteria exist within the CHE policies, or nationally, for judging the minimum number of student enrollees to justify a program's existence. The 1983 fall declared major enrollment report of the CHE indicates several programs with zero enrollments or relatively low enrollment levels. At times, major student enrollments may be only a secondary consideration. There are cases of programs, e.g., math, English, and psychology, in which the courses offered within the program are requirements in other program areas and therefore have a necessary service role.

At the junior and senior baccalaureate degree level, 11 of 552 programs have no declared major enrollments, and 179 have less than 11. Twenty programs with no enrollees exist at the master's level, while 67 of 293 have fewer than six enrollees. Finally, at the doctoral level, there is one program with no enrollees and 11 of 74 with fewer than three enrollees.

Cooperation

A crucial form of resource conservation and cost reduction in the university setting involves cooperation agreements within and among institutions.

The major benefits of cooperation beyond cost advantage include the following:

- reduction of unnecessary duplication;
- increase in quality; and
- increase in planning and control.

In the Kentucky system, three types of agreements have emerged. These include (1) major cooperative agreements within the Kentucky system; (2) major cooperative agreements which extend across state lines; and (3) major agreements extending to private institutions and other agencies.

Examples of agreements within the Kentucky system include the Kentucky Educational Computing Network (KECNET), a system by which computer hardware and software are shared by all eight universities, and the Joint and Cooperative Doctoral Programs agreement, whereby academic programs are coordinated for greater student access while eliminating duplication.

Tuition reciprocity agreements, such as the one between NKU and the University of Cincinnati, represent cooperative ventures involving out-of-state institutions.

Finally, the UL/Humana Contract serves as an example of an agreement involving the private sector. In this case, the university has leased its medical facility to a private corporation.

Quality Issues

The exact methods for measuring quality have been debated in the higher education literature. Many sources agree, however, that quality is an elusive concept and its definition does not necessarily prescribe its measurement. A compilation of sources from the literature on higher education suggest that any assessment of institutional or program quality must take into account mission statements and goals as well as quantifiable data.

Traditionally, quality has been judged in terms of easily quantifiable measures, such as the entering test scores of students, the amount of endowments, and the number of facilities. Value is placed on these measures because they are logically related to quality. According to a study panel of the National Institute of Education (NIE), these measures are generally measures of "input," may be only the corollaries of excellence, and do not measure the process of education, how a student changes (the gains he or she makes from a given starting point) through the course of his education. Neither do they measure the outcomes, what is learned or accomplished, by exposure to higher education. This study panel report recommends the use of student outcome measures and ongoing evaluations of student progress as valid measures of quality.

The National Institute of Education (as reported in the *Chronicle of Higher Education*, October, 1984) suggests that quality should be characterized in terms of an in-

stitution's or program's objectives and goals, including a definition or acceptable standard of excellence. These are then followed by a careful monitoring and evaluation of change and achievement. Measures of process suggested by the NIE report include student learning, student attrition, faculty performance and evaluation, and research productivity.

Measures of outcome would include graduate and professional school entrance exams, success in job placements, and proven mastery of a major area, rather than simply completing the appropriate number of college courses.

CHAPTER III

STRUCTURE AND GOVERNANCE OF HIGHER EDUCATION IN KENTUCKY AND NATIONALLY

Over the years the Kentucky General Assembly has created a higher education system composed of 8 universities and 13 community colleges. These facilities provide for instruction, research, public service and the granting of academic degrees at the undergraduate, graduate, professional and doctoral levels. (Figure 6 presents an historical outline of Kentucky's higher education system.) Generally, the following chapter focuses on governance of higher education systems. More specifically, it addresses the statutory powers and duties delegated by the General Assembly to those official bodies which have responsibility for coordinating, regulating, administering and operating Kentucky's system of higher education.

The General Assembly enacts laws establishing the system of higher education and appropriates state funds for its maintenance and development. It has assigned various powers of administration, management and policy making for the system to the governor, a coordinating council (the Council on Higher Education) and the university governing boards.

The governor, as chief executive officer, is constitutionally required to execute and enforce the laws enacted. This authority gives the governor the potential to influence the system significantly through establishing policies and procedures for its conduct, and appointing citizens to the council on higher education and the various university boards of trustees and regents.

The Council on Higher Education is the principal coordinating and regulatory body delegated the authority to develop policies and procedures designed to shape and guide the conduct of higher education from a statewide perspective. While the Council does not supersede the university governing boards, it has statutory authority for the development of comprehensive plans for higher education, approval of minimum qualifications for admission, the determination of tuition, definition and approval of all degree programs, approval of capital construction projects and budget recommendations for the public institutions.

The university governing boards are under the jurisdiction of the Council. These are organized as corporate bodies having the power and right of administration and operation of the respective university in accordance with statutory guidelines. While these boards are mandated to apply and adhere to such rules and regulations, the Council makes decisions regarding curricular offerings, and qualifications for admission and reports. Furthermore, it is responsible for receiving and expending grants and endowments for the benefit

of an institution; establishing rules and regulations governing that institution; appointing faculty and staff to carry out the purpose and mission of that institution; determining curricula for the academic degree programs; determining fees for university activities; and awarding degrees to its graduates. Moreover, university officials cooperate with the Council in developing and revising mission statements and devising funding formulas to assist the governor and the legislature in making appropriations.

FIGURE 6

SUMMARY OF

KENTUCKY HIGHER EDUCATION HISTORY

A & M COLLEGE ESTABLISHED	1865	
	1890	KY. ST. NORMAL SCHOOL FOR COLORED PERSONS ESTABLISHED
EK & WK 2 YR NORMAL SCHOOLS ESTABLISHED	1906	
STATE U CREATED FROM A & M	1908	STATE U. LAW SCHOOL
	1916	STATE U.RENAMED UK.
MURRAY & MOREHEAD 2 YR NORMAL SCHOOLS ESTABLISHED	1922	EASTERN AND WESTERN DESIGNATED 4 YEAR
MURRAY AND MOREHEAD DESIGNATED 4 YEAR	1926	
"NORMAL SCHOOL" DROPPED	1930	
	1934	CPHE CREATED
KSC BROUGHT UNDER CPHE	1952	
	1960	U.K. MEDICAL COLLEGE
U.K. DENTAL COLLEGE	1962	UKCC SYSTEM
EKU, WKU, MOREHEAD and MURRAY MADE "UNIVERSITY"	1966	CC CURRICULUM DESIGNATION
KHEAA		

FIGURE 6 (continued)

NCC DESIGNATED NKSC	1970	U OF L STATE INSTITUTION
	1971	STATE AID TO U OF L
CHASE, NK COLLEGE MERGER KYSU	1972	EKU, WKY, MOSU, MUSU "REGIONALS"
	1976	NKU
MISSION STATEMENTS FOR UNIVERSITIES	1977	
	1978	KHESLC
CC MISSIONS	1979	
	1981	U.S. OFFICE OF CIVIL RIGHTS
UNIV FINANCIAL MANAGEMENT AUTHORITY	1982	
		GENERAL ASSEMBLY RESOLUTION THAT KSU REMAIN 4 YR RESIDENTIAL

The Council on Higher Education

Established in 1934, the Council On Higher Education was charged with coordinating the work of public institutions, considering and recommending budgets and determining curricular offerings, entrance fees and qualifications for admission. Expansion and growth of the state-supported system has resulted in enlargement of the Council and its duties. While the initially delegated duties and responsibilities remain the core of activities the Council must perform, the statutes have been revised to state specifically the Council's authority over higher education matters, and the conditions and factors to be taken into account in performing its duties. Moreover, the scope of review of various functions of the institutions and the conduct of programs and offices in the Council have expanded.

On its own initiative and upon recommendations of the Executive Branch and advisory groups, the General Assembly has reorganized and changed the composition of the Council.

The present Council (see Table 15) is composed of the Superintendent of Public Instruction, as a nonvoting ex-officio member, and 17 lay citizens, representing the con-

gressional districts, the state-at-large, and the institutions of higher education. Lay members constitute the sole voting class and are appointed by the governor to serve a 4-year term. The chairman is elected annually by the voting members. The Council appoints the executive director and needed staff and establishes their compensation. Compensation levels are governed by the provisions of KRS Chapter 18A and KRS 64.640, but are subject to the approval of the Commissioner of Personnel and the Secretary of the Finance and Administration Cabinet.

TABLE 15

SUMMARY OF COUNCIL ON HIGHER EDUCATION
STATUTORY ORGANIZATION

Membership and Organization

KRS 164.010 — Composition

1. Superintendent of Public Instruction (ex-officio)
2. 17 lay members appointed by Governor including
   - one from each congressional district
   - 8 members for state-at-large, including a student member who shall be full-time student at public institution of higher education; and
   - at least one undergraduate degree recipient from each state university shall be appointed among lay membership.

KRS 164.010 — Voting

Lay members constitute voting membership.

KRS 164.010 — Terms

Lay members serve four-year terms, except student member, who shall serve one-year term.

KRS 164.010 — Vacancies

Vacancies to be filled by Governor.

KRS 164.010 — Restrictions

Except for the Superintendent of Public Instruction, elective or appointive state officers or members of university governing boards are ineligible for membership.

KRS 164.020 **Officers**

Chairman is elected annually by voting membership.

Staff

Executive director and staff are appointed by council and salaries are fixed by council without limitation of personnel laws, subject to the approval of the commissioner of personnel and the Secretary of Finance.

KRS 164.050 **Compensation and Expenses**

Members receive $65 per meeting, and reimbursement of necessary traveling expenses.

KRS 164.060 **Meetings**

Time: Council shall meet at least four times a year, on special call by chairman, or upon request of three institutions.

KRS 164.070 Place: Council shall meet at the office of the executive director or other designated place.

KRS 164.080 Notice: Unless waived by members, the chairman shall give the notice ten days prior to meeting.

KRS 164.090 Quorum: Majority of the voting membership (9) constitutes quorum for transacting business; majority of voting membership must approve propositions.

Advisory Boards

KRS 164.010 Teacher Curricula: Advisory committee of three persons from institutions of higher learning and appointed by Kentucky Association of Colleges, Secondary and Elementary Schools shall be invited to meet with council in an advisory capacity when it considers "curricula" at public institutions.

KRS 164.020 Federal Legislation: Considered the "single state agency" for purposes of federal legislation relating to planning, advisory groups shall be established by council when necessary to satisfy federal legislative or regulatory guidelines, when such legislation requires additional representation on the single state agency.

KRS 164.021 Advisory Conference of Presidents: Presidents or chief executive officers of each of the four-year public institutions serve as an advisory conference with the Council. Conference shall receive prior to the council meeting a full agenda. An elected spokesperson may meet with the council or executive committee to express institutional viewpoints differing from the council's. Council shall meet at least once a year with conference.

Funding Formulas: Pursuant to KRS 164.020(4), the university presidents are required to cooperate with the Council on Higher Education to "devise, establish, and periodically review and revise the formulas for use in making recommendations to provide the governor and the legislature for use in making appropriations. The formula shall provide for adequate and equitable allocation of funds among the several universities considering their respective needs and statutory, institutional, and geographic missions."

Other advisory groups have been organized by the Council, to recommend policies impacting the statewide system.

Membership of CHE

The Council on Higher Education is over fifty years old. A history of its development gives perspective on the issues of the direction and support of higher education in the Commonwealth. Figure 7 traces the impact of legislative changes on the composition and duties of the Council.

From its establishment in 1934 until the 1960's, the Council membership was dominated by public institutions, their representatives and state education officials. The first major reorganization of the Council occurred in 1966, when the General Assembly provided that 9 lay members become the sole voting class. University presidents were denied voting privileges and the Superintendent of Public Instruction was removed from the Council (but reappointed as an officio voting member in 1972). A second major reorganization, directed by executive order in 1980, required that the Council be composed of the Superintendent of Public Instruction as a nonvoting member, and 15 lay members, including a representative from each congressional district. The university presidents were removed from the Council and organized as an advisory conference to the Council. The 1982 General Assembly ratified this action in part, by further increasing the number of lay members to 17 and by adding the qualifications that each congressional district and each four-year institution be represented on the Council. These acts organized the Council as it exists today.

FIGURE 7

SUMMARY-COUNCIL ON HIGHER EDUCATION HISTORY

CPHE - 16 MEMBERS FROM UNIVERSITIES AND STATE BOARD OF EDUCATION	1934	
	1956	CPHE STAFF & APPROPRIATION
CPHE - 3 LAY MEMBERS and KSC REPRESENTATIVES ADDED TOTAL MEMBERS - 21	1962	
	1966	CHE CHANGED TO 9 LAY, VOTING MEMBERS; PRESIDENTS NONVOTING
CHE CHANGED TO 10 LAY MEMBERS AND SPI WITH VOTING POWER	1972	
	1976	CPHE PRIVATE SCHOOL LICENSING
CHE - DEFINE & APPROVE DEGREE AND CERTIFICATE PROGRAMS SBESE AND SBOE NON/VOTING MEMBERS ADDED	1977	
	1978	CHE - APPROVE NOT PRESCRIBE TEACHER ED
	1980	EO - CHE INCREASED TO 15 LAY VOTING MEMBERS; ADVISORY CONFERENCE OF PRESIDENTS
CHE LAY MEMBERS INCREASED TO 17; RATIFIED ADVISORY CONFERENCE	1982	

Duties and Responsibilities

Among the duties delegated to the Council in 1934 were: the coordination of work of the public institutions; the determination of curricular offerings, qualifications for admission, and entrance fees; and consideration and recommendation of budget requirements. These principal duties, currently mandated, are traced in the following descriptions in terms of the statutory changes and revisions which have occurred. Table 16 presents an outline of the Council's current duties and powers.

Coordinating and Planning for Higher Education. As the first statewide coordinating board in higher education in Kentucky, the Council was initally charged with coordinating the work of the public institutions on the basis of efficiency and economy. This responsibility was restated in 1966, when the Council was directed to engage in analyses and research to determine the overall needs of higher education and to develop and transmit to the governor comprehensive plans for public higher education which would meet the needs of the Commonwealth, and conform to the respective functions and duties of the universities and the community colleges, as provided by statute.

In 1972, in connection with its planning function, the Council was designated the "single state agency" for purposes of federal legislation. In accordance with a 1978 amendment, the Council was also authorized to establish advisory groups necessary to satisfy federal legislation and guidelines when additional representation is required.

TABLE 16

COUNCIL ON HIGHER EDUCATION
STATUTORY DUTIES AND POWERS

COORDINATING AND REGULATORY AUTHORITY

PLANNING	DEGREE PROGRAMS
BUDGETS	CAPITAL CONSTRUCTION
TUITION	LICENSING NONPUBLIC COLLEGES
ADMISSIONS	STUDENT RECORDS

PROGRAMS IN OFFICE

AREA HEALTH EDUCATION SYSTEM

PROFESSIONAL EDUCATION PREPARATION PROGRAM

OCCUPATIONAL QUALIFICATION DEVELOPMENT PROGRAM

REPRESENTATIVE AGENCY

SINGLE STATE AGENCY FOR FEDERAL LEGISLATION

CONTRACTS FOR RESEARCH PROGRAMS, SPECIALIZED TRAINING AND CULTURAL ENRICHMENT

REGIONAL COMPACT OF SOUTHERN STATES FOR EDUCATIONAL SERVICES

MATTERS OF A GENERAL AND STATEWIDE NATURE NOT OTHERWISE DELEGATED

REPORTS

Degree Programs. When the Council was created in 1934, it was required to determine curricular offerings at the public institutions based on efficiency and economy. Since the state institutions were designated teacher's colleges, the Council concentrated on overseeing teacher education. The Council's authority over teacher education has changed since 1966, from the approval of teacher education curricula to prescribing teacher education curricula in 1968 and approval of teacher education programs in the public institutions in 1978.

The determination of curricular offerings became the responsibility of the public institutions in 1966 when the Council's authority over instructional programs was limited to the approval of new professional schools and teacher education curricula. This duty was amended in 1972 to include the requirement that the Council approve all graduate degree programs, including all schools and degree programs for which professional, regional, and national accreditation of the school or program was available or for which licensing or certification of the graduate was required. Since 1978, the programs offered at the community colleges and at the undergraduate level have required the approval of the Council, in accordance with the mandate "to define and approve the offering of associate, baccalaureate, graduate, professional degree or certificate programs in the public institutions."

Budget Requests and Recommendations. The standards and procedures used by the Council to consider the budgetary requirements of the public institutions of higher learning have been revised. In 1934, budget requests and recommendations were to be formulated on the basis of the needs of the various institutions as indicated by budgets submitted. The standard was changed in 1966, when the Council was required to consider and review budget requests in terms of the appropriate level of support, considering the functions of the institution and the anticipated available resources for higher education. The Council's budget recommendations were required to be submitted to the governor through the Department of Finance by November 15 of each odd-numbered year.

In accordance with the 1972 revision, the standard of considering budget requests based on the functions of the institutions and anticipated available resources was repealed

and replaced with "the functions of the institutions and respective needs" of the institutions. Furthermore, the Council is now to prescribe the manner of preparation of budget request documents and the dates by which the institutions shall submit such documents.

In addition to these duties, the 1982 General Assembly required the Council, in cooperation with the university presidents, to devise and revise funding formulas for budget recommendations to the governor and the legislature. The formulas are to provide adequate and equitable allocation of funds among the universities and colleges, considering their needs, as well as statutory, institutional, and geographic missions. For the development, revision and refinement of the formula, committees composed of council staff and university representatives are required to conduct hearings on each university campus to give each institution the opportunity to participate in its development. Studies on development must include reviews of formulas used in other states, selected comparable institutions with reference to state appropriations and tuition charges, and institutional activities and programs.

Institutional responses and recommendations of the advisory conference of presidents must be included in the final report. The governor, legislature, the council, or a governing board may request or recommend deviations from any formula and may advance reasons and arguments against the application of the funding formula.

Tuition and Fees. In 1934, the Council had the authority to determine entrance fees of the public institutions. The relevant language was amended in 1966 to require consideration of certain factors in determining the amount of entrance fees and/or registration fees for resident students and for nonresident students. The schedules for tuition and registration fees, along with Council recommendation, were required to be submitted to the Governor through the Department of Finance by November 15 of each odd-numbered year. In 1982, the Council's authority was limited to the determination of tuition. Consequently, the amounts of fees are now determined by the individual universities.

Universities and Their Governing Boards

Today, Kentucky's state supported institutions of higher education are over 120 years old. The first institutions founded in the 19th century were the University of Kentucky, the former Agricultural and Mechanical College, in 1865, and Kentucky State University, the former Kentucky State Normal School for Colored Persons, in 1886. These institutions were endowed by the federal government under the Morrill Acts of 1862 and 1890, which encouraged and supported scientific and technological education in the agricultural and mechanical arts.

Eastern and Western Kentucky State Universities and Murray and Morehead State Universities entered the system in the first quarter of the twentieth century. Their institutional missions were preparation and training in the science and art of teaching. Further expansion of the state system included creation of the community college system,

under the jurisdiction of the University of Kentucky Board of Trustees, in 1962; enhancement of Northern Kentucky University, from a community college in 1968; and the entrance of the University of Louisville, formerly a private institution supported by the City of Louisville and Jefferson County, into the system in 1970.

In addition to the traditional university purposes of providing instruction, conducting research and serving the public, the state institutions have common and distinct purposes or missions. Based on the general guidelines expressed in statute and its authority to develop comprehensive plans for the overall needs of higher education, the Council on Higher Education adopted mission statements in 1977, describing the role of each university in the system. It considered the scope of degree programs, the region served and the potential of each institution in formulating and classifying the universities by type. The descriptions were not intended as permanent characterization of these schools but are subject to modification upon periodic review.

Institutional Governing Boards

As independent, autonomous governing bodies, the boards of trustees and regents are responsible for the operation and maintenance of their respective institutions. Duties of providing instruction and conferring degrees, financial management and administration, appointing faculty and staff still remain their principal functions.

University of Kentucky. From 1934 through the 1950's, the board of trustees of the University of Kentucky included the Governor, the Superintendent of Public Instruction, and the Commissioner of Agriculture, Labor and Statistics, and 12 gubernatorial appointees, with representation from the State Board of Agriculture and the alumni. Two nonvoting members of the teaching faculty, and a nonvoting student member were added to the Board in 1960 and 1968, respectively. The 1972 General Assembly granted these trustees the privilege of voting, except that the faculty members were prohibited from voting on faculty compensation.

The 1972 General Assembly made significant changes in the composition of the University's Board of Trustees. The Governor, the Superintendent of Public Instruction, and the Commissioner of Agriculture, Labor and Statistics were removed from the board, and the lay membership increased from 12 to 16 citizens, representing agricultural interests, the alumni, and learned professions.

While the community college system was placed under the governance of the Board of Trustees of the University of Kentucky in 1962, it was not until 1980 that a faculty representative of the community colleges was entitled to serve as a trustee with voting privileges.

Murray, Morehead, Eastern, Western. From 1934 through the mid 1950's, the Boards of Regents at the state colleges, Murray, Morehead, Eastern and Western, were

composed of the Superintendent of Public Instruction, as chairman, and 4 members appointed by the governor. Lay membership was increased to 6, effective in 1957. These colleges were elevated to university status in 1966.

Kentucky State University. Until 1952, the forerunner of Kentucky State University had been under the control of the State Board of Education. With its placement under the control of the Council in 1952, the institution was to be governed by an independent board of regents of 4 gubernatorial appointees, which was increased to 7 in 1957.

Northern Kentucky University. Northern Kentucky State College joined the institutions of higher education in 1968; its board of regents was composed of 6 appointees and the Superintendent of Public Instruction. However, in 1968, the other state universities, including Kentucky State College, were authorized to include as nonvoting members, a representative of the teaching faculty and a student member. Northern Kentucky's board of regents was reorganized in 1970 by adding the same nonvoting members.

The 1972 General Assembly reorganized the state university boards of regents by removing The Superintendent of Public Instruction from the boards, increasing lay membership from 6 to 8 appointees, and retaining the faculty and student members. That same year Kentucky State College gained university status. Northern Kentucky College was made a state university in 1976.

University of Louisville. In 1970, the University of Louisville became a state-supported institution whose board of trustees consisted of 10 citizens appointed by the governor, including alumni, and a member of the teaching faculty and a student member as nonvoting trustees. Lay membership increased to 15 in 1978; in 1980, the addition of a permanent staff member to the board was made; and in 1982, the student member's term was limited to one year, and the lay membership was increased to 17 members.

While the lay members of the boards of trustees and regents were appointed to serve 4-year terms after the establishment of the Council, the 1980 General Assembly provided that lay members of all boards of trustees and regents who are appointed after July 15, 1980, shall serve for a 6-year term.

Institutional Missions and Responsibilities.

Table 17 summarizes the general statutory duties and responsibilities of the university governing boards. The following descriptions summarize specific statutory language concerning the powers and responsibilities of the universities and the missions of each university, according to the Council on Higher Education.

TABLE 17

UNIVERSITY GOVERNING BOARDS
STATUTORY DUTIES AND POWERS

ADMINISTRATION

- CORPORATE BODIES POSSESSING ALL IMMUNITIES, RIGHTS, PRIVILEGES, AND FRANCHISES ATTACHING TO SUCH GOVERNING BODIES
- ORGANIZATIONAL STRUCTURE
- PROPERTY, FACILITIES AND EQUIPMENT
- RULES AND REGULATIONS
- SAFETY, SECURITY, TRAFFIC REGULATIONS
- INSURANCE
- REPORTS

FINANCIAL MANAGEMENT

- GRANTS, APPROPRIATIONS, ENDOWMENTS BEQUESTS, AND FEDERAL AID
- FEES
- HB 622—CAPITAL CONSTRUCTION, ACCOUNTING, PURCHASING, AND AFFILIATED CORPORATIONS
- BANK OR TRUST COMPANY AS DEPOSITORY

INSTRUCTIONAL PROGRAMS AND DEGREES

- DEGREE PROGRAMS REQUIRED BY STATUTE
- GRANT DEGREES AND CONFER HONORARY DEGREES

APPOINTMENTS

- UNIVERSITY OFFICIALS AND STAFF QUALIFICATIONS
- COMPENSATION AND OFFICIAL RELATIONS

STUDENT AFFAIRS

- ADMISSIONS
- SUSPENSION OR REMOVAL
- RECORDS
- OCCUPATIONAL AND CAREER INFORMATION
- WAIVER OF TUITION

University of Kentucky

The University of Kentucky, as stated in KRS 164.125(2),

> shall be the principal state institution for the conduct of statewide research and statewide service programs and shall be the only institution authorized to expend state general fund appropriations on research and service programs of a statewide nature financed principally by state funds. As applied in this section, research and service programs of a statewide nature shall be programs requiring the establishment and operation of facilities or centers outside of the primary service area of the institution.

Pursuant to KRS 164.100,

> the university shall be maintained by the state with such endowments, incomes, buildings and equipment as will enable it to do work such as is done in other institutions of corresponding rank, both undergraduate and postgraduate, and embracing the work of instruction as well as research.

The University of Kentucky was endowed under Morrill Act of 1862 as a land grant institution, named the Agricultural and Mechanical College, and founded in 1865, and to this end, the General Assembly has declared in KRS 164.110 that

> all acts of the general assembly giving assent to acts of congress providing aid for agricultural and mechanical colleges and for agricultural extension and experiment work, shall, unless heretofore repealed, remain in force and apply to the University of Kentucky. The revenue arising from such acts of congress shall continue to be made available to the University of Kentucky for its government, in accordance with acts of the general assembly, shall continue in force and apply to the government of the University of Kentucky, except to the extent set out in this chapter or specifically repealed.

Statutory Responsibilities. KRS 164.120 provides that certain schools and colleges comprise the University of Kentucky. The statute reads:

> The University of Kentucky includes the following colleges and schools: The College of Arts and Science, The College of Agriculture, The College of Engineering, The College of Law, The College of Education, The College of Commerce, and The Graduate School. The colleges, schools, divisions, departments, bureaus and offices now established and maintained or which in the future may be established by the board of trustees of the university shall constitute the University of Kentucky. The branches of learning required by the act of congress approved July 2, 1862, shall continue to be integral and indispensable courses of instruction at the university.

The University is required by KRS 164.125 to provide the following instructional programs upon the approval of the Council on Higher Education:

(a) associate and baccalaureate programs of instruction;

(b) master's degree programs, specialist degree programs above the master's degree level, and joint doctoral programs in cooperation with other state-supported institutions of higher education in the state;

(c) doctoral and post-doctoral programs and professional instruction, including law, medicine, dentistry, education, architecture, engineering and social professions.

(d) The university may provide programs of a community college nature.

Mission According to Council. These statutory mandates are the foundation for the mission statement developed by the Council on Higher Education and its Type V classification in the system of higher education. It reads as follows:

> The University of Kentucky shall be the Commonwealth's only statewide institution. It shall serve as the principal graduate-degree-granting university in the system and as the principal institution for statewide instruction, research and service programs in all fields without geographical limitation.
>
> By virtue of these responsibilities, the University shall serve as a residential institution and maintain a wide range of academic programs at the baccalaureate, master's, and doctoral degree levels, with professional programs as approved by the Council on Higher Education. Because of its designation as the principal research, service, and graduate institution, the University shall emphasize the development of its graduate, professional, research, and service programs. It is essential to the success of the entire system that the University shall exert maximum effort for cooperative doctoral programs with other universities in the Commonwealth and cooperate in applied health sciences. Close coordination with the University of Louisville must be maintained. This emphasis may require retrenchment of some programs and limitations on undergraduate enrollment at the Lexington campus.

The Community College System. Community colleges comprising the University of Kentucky Community College System include Ashland, Elizabethtown, Hazard, Henderson, Hopkinsville, Jefferson, Lexington, Madisonville, Maysville, Paducah, Prestonsburg, Somerset and Southeast Community Colleges.

The institutions are governed by the University of Kentucky Board of Trustees and local advisory boards. Pursuant to KRS 164.580, each community college shall provide as a part of the curricula: (1) A general two-year academic curriculum with credits transferable to two-year and four-year colleges and universities; (2) technical and semiprofessional programs of two-years or less; and (3) within a two-year college curriculum, courses in general education, including adult education, not necessarily intended for transfer nor technically oriented.

The Council has devised the following mission statement for the community college system and has classified them as Type I, recognizing these statutory guidelines.

> The University of Kentucky Community College System, consisting of twelve community colleges and a technical institute, shall provide traditional community college education to Kentucky students. The pro-

gramming of the individual segments of the community college system should be developed in accordance with the availability of resources and with particular emphasis on the needs of the immediate community. It is expected that programming will vary from institution to institution as each community college responds to its situation. Thus, some community colleges will be comprehensive in nature while others will be more limited in scope.

In general, the community colleges shall offer a mix of programs, designed to serve the general education, occupational, and continuing educational needs of the immediate community with certain restrictions. Neither the community colleges nor community college components within four-year universities should offer certificate programs of less than the associate degree level unless such programs are an integral part of associate and baccalaureate programs. Associate degree programs which are high cost and designed to meet specific but limited manpower needs of the Commonwealth should be designed to rotate among the community colleges in the system as the need for and interest in the program increases/declines in a particular community. Unique technical programs which are underenrolled should be made available to interested students regardless of the institution in which they are enrolled while certain highly technical discipline-specific continuing education offerings might be inappropriate undertakings for community colleges.

Community colleges shall provide students services such as career counseling, academic advising, and developmental studies in order to insure that students have an opportunity to achieve their needs, abilities, and aspirations.

Where community colleges are located proximate to other higher education and/or postsecondary institutions, they should foster close working relationships and develop articulation agreements with those institutions. Community colleges are encouraged to develop, where practical, joint programs with vocational schools which promote the sharing of existing facilities and capabilities while upgrading the level of instruction.

University of Louisville

Maintained as a state institution since July, 1970, the University of Louisville is designated by KRS 164.815(3) as a principal university conducting research and service programs without geographical limitation but subject to KRS 164.125(2). This statute confers on the University of Kentucky the status of principal state institution authorized to expend general funds as appropriations for research and service programs of a statewide nature.

Statutory Responsibilities. In accordance with its statutory description, KRS 164.815 requires provision of the following degree programs with approval of the Council on Higher Education.

(a) associate and baccalaureate degree programs of instruction;

(b) master's degree programs, specialist degree above the master's degree level, doctoral degree programs and joint doctoral programs in cooperation with other state-supported institutions of higher education;

(c) professional degree programs, including medicine, dentistry, law, engineering and social professions.

Mission According to Council. The Council has classified U of L as a Type IV institution for purposes of its mission, which reads as follows:

> The University of Louisville shall be a major university located in the largest urban area and shall meet the educational, research, and service needs of its metropolitan area with a broad range of programs at the baccalaureate and master's levels. The University of Louisville shall continue to offer those doctoral degree and postdoctoral programs related to the health sciences. The University of Louisville will continue to share with the University of Kentucky a statewide mission in medicine, denistry, law, and urban affairs. However, the financial resources of the Commonwealth are limited. Kentucky cannot afford to develop two comprehensive programs at the doctoral level, currently and in the future. Therefore, at the doctoral level, the University of Louisville, may offer a limited number of carefully selected programs which are not unnecessarily duplicative and which are relevant to the needs of its metropolitan service area. Doctoral programs not consistent with the statement shall be phased out as soon as practicable, with due regard to the interests of students already enrolled and to faculty and staff employed therein. In the health sciences, close coordination with the University of Kentucky must be maintained.
>
> While it may be necessary for other institutions to offer certain programs therein, the specific responsibility to satisfy the broad range of undergraduate, master's and special needs of the residents of the metropolitan service area of Louisville and Jefferson County rests with the University of Louisville. Careful articulation of academic programs at Jefferson Community College and the University of Louisville should be developed to enhance educational opportunities in the Louisville and Jefferson County metropolitan service area.

The State Universities

Eastern Kentucky, Morehead State, Western Kentucky, Murray State and Kentucky State Universities were the core of the state supported institutions before the Council on Higher Education was formed in 1934. These institutions expanded from normal and teacher education orientation into other professional and academic instruction. Northern Kentucky University merged into the state system in 1968.

The purpose of the state universities and colleges as stated in KRS 164.300 is

> to give instruction at the college level, in residence and through extension study, in academic, vocational and professional subjects and in the science and art of teaching, including professional ethics, to conduct training schools, field service and research, and to render such supplemental services as conducting libraries and museums, dormitories, farms, recreational facilities and offering instruction in such general and cultural subjects as constitute a part of their curricula.

Statutory Responsibilities. The 6 state universities, upon approval of the Council on Higher Education, shall provide the following degree programs, in accordance with KRS 164.195:

(1) associate and baccalaureate programs of instruction;

(2) graduate programs of instruction at the master's-degree level in education, business, and the arts and sciences, specialist degrees and programs beyond the master's-degree level to meet the requirements for teachers, school leaders and other certified personnel;

(3) research and service programs directly related to the needs of their primary geographical areas; and

(4) may provide programs of a community college nature in their own community comparable to those listed for the University of Kentucky community college system.

Missions According to Council. The development of mission statements entailed classifying each institution by type, considering its service population and role expectations, as described by the General Assembly. Among the 6 state universities, Kentucky State University has been classified as Type II and the other universities, Eastern Kentucky, Northern Kentucky, Western Kentucky, Morehead State, and Murray State have been classified Type III institutions, based on role and scope.

Northern Kentucky University shall serve students living in its immediate environs and offer a broad range of educational programs which emphasize the traditional collegiate and liberal studies. Recognizing the needs of its region, the University shall provide programs primarily at the associate and baccalaureate degree levels.

Subject to careful justification, selected master's degree programs, as approved by the Council on Higher Education, may be offered. The provision of broader graduate education services shall be provided by a graduate education center at Northern Kentucky University in which the participation of one or more advanced graduate education universities is arranged through Northern.

The University should continue to offer health and selected technical programs because it serves as a community college for the area.

Because of its close proximity to other higher education and postsecondary institutions, Northern should foster close working relationships and develop articulation agreements with those institutions. The University should provide applied research, service, and continuing education programs directly related to the needs of its primary service region.

The development of a community studies center encouraging applied research and public service activities would provide a unique opportunity for cooperating with other institutions and for service in the northern Kentucky area.

Eastern Kentucky University shall serve as a residential regional university offering a broad range of traditional programs to the people of central, eastern, and southeastern Kentucky. Recognizing the needs of its region, the University should provide programs at the associate and baccalaureate degree levels, especially programs of a technological nature.

Subject to demonstrated need, selected master's degree programs should be offered, as well as the specialist programs in education. A retrenchment or elimination of duplicative or nonproductive programs is desirable, while development of new programs compatible with this mission is appropriate.

The University should continue to meet the needs in teacher education in its primary service region and should provide applied research, service, and continuing education programs directly related to the needs of its primary service region.

Because of the University's proximity to other higher education and postsecondary institutions, it should foster close working relationships and develop articulation agreements with those institutions. The University should develop cooperative applied research and teaching programs utilizing resources such as Lilly's Wood and Pilot Knob Sanctuary, and Maywoods.

Murray State University shall serve as a residential, regional university offering a broad range of educational programs to the people of western Kentucky. Recognizing the needs of its region, the University should continue to offer programs at the associate and baccalaureate degree levels which emphasize the traditional collegiate and liberal studies.

Subject to demonstrated need, selected master's degree programs should be offered as well as specialist's programs in education. A retrenchment or elimination of duplicative or nonproductive associate degree programs is desirable, while development of new programs compatible with this mission is appropriate.

The University should continue to meet the needs in teacher education in its primary service region and should provide applied research, service, and continuing education programs directly related to the needs of its primary service region.

Because of the University's proximity to other higher education and postsecondary institutions, it should foster close working relationships and develop articulation agreements with those institutions. The University should develop cooperative applied research and teaching programs utilizing the unique opportunities available at Murphey's Pond and the Kentucky Lake Biological Station.

Morehead State University shall serve as a residential, regional university providing a broad range of educational programs to the people of northern and eastern Kentucky. Recognizing the needs of its region, the University should offer programs at the associate and baccalaureate degree levels which emphasize the traditional collegiate and liberal studies. Carefully selected two-year technical programs should be offered as well.

Subject to demonstrated need, selected master's degree programs as well as the specialist programs in education should be offered. A retrench-

ment or elimination of duplicative or nonproductive programs is desirable, while development of new programs compatible with this mission is appropriate.

The University should continue to meet the needs of teacher education in its primary service region and should continue to develop programs to enhance the economic growth in Appalachia. The University should provide applied research, service, and continuing education programs directly related to the needs of the primary service region.

Because of the University's proximity to other higher education and postsecondary institutions, it should foster close working relationships and develop articulation agreements with those institutions.

Western Kentucky University shall serve as a residential, regional university offering a broad range of traditional programs to the people of southcentral and portions of western Kentucky. Recognizing the needs of its region, the University should provide programs at the associate and baccalaureate degree levels, especially programs of a technological nature.

Subject to demonstrated need, selected master's degree programs should be offered as well as the specialist programs in education. A retrenchment or elimination of duplicative or nonproductive programs is desirable while, development of new programs compatible with the mission is appropriate.

The University should continue to meet the needs in teacher education in its primary service region and should provide applied research, service, and continuing education directly related to the needs of its primary service region.

Because of the limited community college opportunities in the service region, the University should develop its Bowling Green Community College component, emphasizing technical programs. The University should develop close working relationships and develop articulation agreements with other institutions.

Kentucky State University

Resolving the controversy surrounding the future of KSU, the 1982 General Assembly declared in SB 77 (KRS 164.290):

> it is the intent of the general assembly that Kentucky State University shall serve as a four-year residential institution emphasizing a program of liberal studies appropriate to its size and resources.

Statutory Responsibilities. While providing degree programs specified in KRS 164.295, the university is required in KRS 164.355 to maintain a department of agriculture and the mechanic arts as a land-grant institution with funds appropriated by Congress, August 30, 1890, under the Morrill Act.

Mission According to Council. The Council revised Kentucky State's Mission in 1983. The revised mission states:

Kentucky State University shall serve as a residential institution with a range of traditional collegiate programs appropriate to its role as the unique, small, liberal studies institution with the lowest student-faculty ratio in the state system. The University shall focus on the needs of its student body, which includes but is not limited to full-time and part-time residential students, commuting students from its primary service area, and state governmental employees; and on the expanding instruction, applied research and service needs of state government. Associate and baccalaureate degree programs should be oriented toward liberal studies, selected career opportunities related to state governmental services and related human and public services.

At the master's degree level, the University should emphasize public administration curricula to meet the needs of state government. These programs should be carefully articulated with related doctoral programs offered by the doctoral-granting institutions in the system. Other graduate offerings should be provided through a multi-institutional graduate education center administered by Kentucky State University.

Kentucky State University, as one of two land-grant institutions in the system, should carry out its responsibilities under federal law and participate fully in appropriate U.S. Department of Agriculture programs, placing emphasis on activities that are in accord with the mission of the institutions.

Kentucky State University should strive to become a major repository for the collection of books, records, and artifacts relative to its history in educating Black citizens of the Commonwealth and should make such materials available for casual and scholarly study.

Governance Considerations in Higher Education

In recent years, the states have sought to protect public interests while preserving the values of institutions of higher education. According to a report published by the Education Commission of the States, state governance arrangements typically perform four basic functions: governance of public institutions, comprehensive planning, academic program review, and resource allocation. All states delegate authority for the operation of public colleges and universities to either institutional or multi-institutional governing boards which perform planning, policy and management functions. Most states are involved in some form of comprehensive planning which establishes state goals and objectives and recommends public policy priorities. Most states examine proposals for new academic programs and review existing academic programs. Finally, all states have developed processes for reviewing and approving institutional budgets.

Conclusions

No intensive studies have been made of the relative effectiveness of the three types of higher education system structures. According to the report, "Higher Education Governance in the Fifty States, 1984":

> . . . there is almost as much variation within each type as between them. Some boards actively maximize their role in policy making while others do not seek policy role. Some of the differences may be traced to constitutional or statutory restrictions, while others are on tradition, the prestige of the board and its members or intangible personal and political factors . . . .

Thus, in studying the possible reorganization of a state's governance structure, it is important to consider the "intangible personal and political factors" which exert considerable impact upon the board's effectiveness.

Types of Governance Structures

States have adopted one of three arrangements for performing the four basic functions listed above.

Consolidated Governing Boards. These boards have direct control over the planning, policy and management functions of the institutions. Governing boards may be a body over one institution, or they may govern and manage several institutions. Twenty-two states have consolidated governing boards as their predominant system structure.

Coordinating Boards with Regulatory Powers. The regulatory powers of these boards generally involve the review and approval of programs and budget requests. Eighteen states, including Kentucky, have regulatory coordinating boards as their predominant system structure.

Coordinating Boards with Advisory Boards. These boards serve primarily as planning agencies. The powers of these boards do not supersede the powers of governing boards. Eight states have advisory boards as their predominant system structure. Table 18, "State Higher Education Boards," categorizes the statutory authority over the budget and program review process in the fifty states.

TABLE 18

State Higher Education Boards

Consolidated Governing Boards—All Public Institutions	Consolidated Governing Boards for Senior Institutions—Separate Agency for Community Colleges	Coordinating Boards						Executive Appointed Agency
		With Program Approval Authority			With Program Review and Recommendation Authority Only			
		Consolidated or Aggregated Budget	Budget Review and Recommendation	No Statutory Budget Role	Consolidated or Aggregated Budget	Budget Review and Recommendation	No Statutory Budget Role or Program Approval	
Georgia°	Arizona°	Connecticut	Colorado	New York[1]	Alabama	Alaska	New Hampshire	Delaware
Hawaii	Iowa°	Illinois	Indiana		Arkansas	Oregon[1]	Nebraska	Vermont
Idaho[1]	Kansas°	New Jersey	Kentucky°			California	Maine	
Massachusetts[2]	Mississippi°	Ohio	Louisiana			Minnesota	South Dakota[1]	
Montana°[1]	North Carolina	Oklahoma	Missouri			Washington		
Nevada°	(Florida)°[1]	South Carolina	New Mexico			Michigan[1]		
North Dakota°	(Oregon)°	Maryland	Tennessee			Florida[1a]		
Rhode Island[1]			Texas					
Utah			Pennsylvania[1]					
West Virginia			Virginia					
Wisconsin								
(Alaska)°								
(Maine)°								
(New Hampshire)°								
(South Dakota)°								

KEY: / / Separate statutory coordinating agency
° Separate 1202 commission
. Separate 1201 commission staffed by governing board staff
† Governing board in relation to state-owned institutions, coordinating board for state-related, etc.
1 States with agency responsible for all levels of education
2 Changed from a coordinating to a consolidated governing board by legislative action effective July 1, 1980; board will be activated as of March 1, 1981.
a No program review authority

SOURCE: Richard M. Millard, Director of Postsecondary Education, Education Commission of the States, adapted from Alma C. McGuinness, "Intergovernmental Relations in Postsecondary Education: The Case of the 1202 Commissions" (Ph.D. dissertation, Syracuse University, 1979), Table 33, p. 331.

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Statutory Review of Powers in Select States

To better understand the differences between these types of boards, a review of the statutes was undertaken to explore governance and coordination of higher education in Kentucky and seven selected states: Florida, North Carolina, Alabama, Tennessee, Connecticut, California and Washington.

Most of these states were selected because they are members of the Southern Regional Education Board (SREB). However, there are no advisory boards in the SREB states, so California and Washington, two states with advisory boards, were included in this survey. Finally, Connecticut was added to the list of comparison states because it is reputed to have the strongest coordinating board in the country.

Institutional Governance. With respect to institutional governance, the Council on Higher Education resembles the coordinating boards of other states. It does not have the authority to appoint presidents, supervise institutions, manage institutional finances or set compensation for administrators. The CHE does enjoy greater influence in determining admission and tuition policies than all the other coordinating boards in this survey.

Planning. In the area of planning, the CHE has been vested with basically the same powers that the other coordinating boards have. The CHE and its counterparts in Alabama and Tennessee have the responsibility of planning for public junior and senior institutions. Connecticut is the only coordinating board in this survey of selected states which plans for private, as well as public, institutions of higher learning. In this sense, Connecticut's board is similar to the advisory boards in California and Washington, which plan for public junior and senior institutions, as well as private institutions.

Budget Review. With respect to the budget review process, the CHE is similar to the Tennessee Higher Education Commission, in that it develops a funding formula, reviews institutional budget requests and transmits those requests to the Governor along with its recommendations. The coordinating boards in Alabama and Connecticut review individual budget requests and then make a consolidated budget request to the legislature.

Program Review. In the area of program review, the CHE has the authority to define and approve new, as well as existing programs at Kentucky's institutions. The coordinating board in Connecticut is the only other coordinating board in the sample of four which periodically reviews and approves new and old programs. The coordinating boards in Tennessee and Alabama are limited to approving new programs. Thus, the CHE statutory responsibility for program review and approval more closely resembles the type of power usually vested in consolidated governing boards. The Kentucky Council on Higher Education does not have the explicit statutory authority to coordinate efforts, eliminate "unnecessary duplication," or to determine institutional missions. However, the CHE's powers to define and approve program offerings and to initiate statewide planning to meet the needs of the Commonwealth may be used to coordinate, eliminate unnecessary duplication and affect the missions or functions of the universities.

In summary, the Council on Higher Education enjoys a high degree of power for a coordinating board. According to Dr. John Millett, Chancellor Emeritus of the Ohio Board of Regents, the only coordinating board which has a greater amount of statutory authority than Kentucky's is Connecticut's Commission for Higher Education. The Connecticut board has the authority to approve the closing or merger of institutions, a power which is not given to most consolidated governing boards.

Examples of Statutory Powers and Responsibilities of Higher Education Boards

In order to better understand the powers and responsibilities of the different higher education boards, several examples of the statutory language used to vest authority in these agencies are presented below.

Consolidated Governing Boards. The statutory powers for consolidated governing boards are usually quite delineated with respect to planning, coordinating and evaluating academic programs. Examples of these explicit responsibilities are illustrated by excerpts taken from Florida's and North Carolina's statutes:

FLORIDA

> Responsible for adopting systemwide rules and policies; planning for the future needs of the state university system; planning the programmatic, financial and physical development of the system, reviewing and evaluating the instructional, research and service programs at the universities; coordinating program development among the universities, and monitoring the fiscal performance of the universities.
>
> Adopt a systemwide masterplan which specifies goals and objectives for the state university system and a master plan for each of the universities defining the particular contributions each university will make toward the achievement of these goals and objectives....The plans shall also provide for the roles of the universities to be coordinated to best meet state needs and reflect cost-effective use of state resources.

NORTH CAROLINA

> Shall plan and develop a coordinated system of higher education. Shall determine the functions, educational activities and academic programs of the constituent institutions.

Thus, the two consolidated governing boards in these states have the explicit authority to coordinate and plan a system of higher education.

Coordinating Boards with Regulatory Powers. According to John Millett, Kentucky's Council on Higher Education is one of the most powerful coordinating boards in the country. Connecticut's Commission for Higher Education is the only other board of this type which has a greater amount of authority vested in it. In order to compare the responsibilities of these boards, the following statutory excerpts have been provided:

KENTUCKY

> The Council on Higher Education in Kentucky shall:
> engage in analyses and research to determine the overall needs of higher education in the Commonwealth;
>
> develop and transmit to the governor comprehensive plans for public higher education which meet the needs of the Commonwealth;
>
> define and approve the offering of all higher education associate, baccalaureate, graduate and professional degree or certificate programs in the state-supported higher education institutions; review proposals and make recommendations to the governor regarding the establishment of new state-supported community colleges and four-year colleges.

From these statutory excerpts, it becomes clear that the Council on Higher Education does not have explicit authority to coordinate, reduce unnecessary duplication or determine university missions. However, these activities can be carried out under existing powers.

In contrast to the implied powers of Kentucky's Council, Connecticut's Commission on Higher Education has clearly delineated powers and responsibilities with respect to coordinating higher education in the state.

CONNECTICUT

> The Board of Governance shall: (1) establish statewide policy and guidelines for Connecticut's system of public higher education; (2) develop a master plan . . . ; (5) monitor and evaluate institutional effectiveness and viability . . . ; (6) merge or close institutions . . . ; (7) review and approve mission statements for the constituent units and role and scope statements for the individual institutions and branches thereof; (8) review and approve any recommendations for the establishment of new academic programs . . . ; (9) develop criteria to ensure acceptable quality in programs and institutions and enforce standards . . . ; (10) coordinate programs and services throughout public higher education and between public and private institutions . . . .

Coordinating Boards with Advisory Powers. Boards of this type serve primarily in an advisory capacity to the higher education community and to the legislature. Advisory boards are rarely vested with powers which override the authority of the institutions. The statutory language describing the duties of the California Post Secondary Education Commission provides an example of the limited authority typically associated with advisory boards:

CALIFORNIA

> The legislature intends to create a statewide agency to assure the effective utilization of public postsecondary education resources, thereby eliminating waste and unnecessary duplication, and to promote diversity, innovation, and responsiveness to student and societal needs through planning and coordination.
>
> It shall require the governing boards of the segments of public postsecondary education to develop and submit to the commission institutional and systemwide long-range plans . . . .
>
> It shall prepare a five-year state plan for postsecondary education which shall integrate the planning efforts of the public segments and other pertinent plans . . . .

WASHINGTON STATE

Recent revisions in the statutes passed by the Washington legislature have upgraded the advisory capacity of this agency to that of a coordinating board. The old Council for Postsecondary Education was established in order to:

> engage in overall planning . . . assess and define the educational needs of the state . . . identify priorities among the defined needs and specify the resources necessary to meet them . . . differentiate roles of the community college system and the individual public institutions and identify the most effective division of responsibility among them in meeting defined needs . . . .

As the statutes currently provide, the new Washington Higher Education Coordinating Board assumes substantially greater power over planning, coordination, monitoring, and policy analysis for higher education in the state. Its functions are to:

- Develop and establish role and mission statements for each of the four-year institutions and for the community college system;
- Identify the state's higher education goals, objectives and priorities;
- Prepare a comprehensive master plan...;
- Approve the creation of any new degree programs at the four-year institutions and prepare fiscal notes on any such programs;
- Review, evaluate and make recommendations for the modification, consolidation, initiation or elimination of on-campus programs, at the four-year institutions; and
- Review and evaluate and approve, modify, consolidate, initiate or eliminate off-campus programs at the four-year institutions.

> The board shall coordinate educational activities among all segments of higher education taking into account the educational programs, facilities, and other resources of both public and independent two and four-year colleges and universities.

Thus, in the past year the state of Washington has seen its higher education governance structure become transformed from a relatively weak advisory board to a strong coordinating board.

Considerations Affecting Governance Changes

Dr. Aims McGuinness, Assistant Executive Director of the Education Commission of the States, recommends that several policy areas need to be addressed when considering a major reorganization of higher education governance. First, legislators and educators need to consider the goals of higher education and their part in the future of the state. He believes organizational structure and reorganization should be seen as a means toward accomplishing certain objectives rather than as ends in themselves. He points out that several states have embarked upon reorganization without ever stopping to identify the issues. According to Dr. McGuinness, "focus on reorganization is often a convenient way to avoid the issues or a not-so-subtle way to get rid of certain people rather than to change goals and objectives."

Second, after examining the major strategic policy issues facing the state and institutions of higher education, Dr. McGuinness recommends considering the level at which certain decisions or functions should be performed. He points out that a number of states have discovered the limitations and adverse consequences of detailed state fiscal and programmatic control; as a result, many states are decentralizing their accountability systems.

Third, plans for reorganization should consider the political realities regarding the roles of the governor and legislature in the state. "In all states, the state-level higher education structure will only work if it has the full confidence and support of the state's political leadership."

Fourth, in any study of reorganization, the full range of policy tools should be examined in an effort to achieve the state's goals. Modifying or clarifying current powers or roles or changing methods of financing (e.g., methods of allocating funds to institutions, tuition policy, student aid, etc.) may prove to be effective alternatives to structural changes.

Finally, the cost of a major reorganization should be weighed against the intended benefits. This step entails a detailed examination of the advantages and disadvantages of various governance structures. On the basis of his survey of higher education governance, Dr. John Millett has developed a list of the advantages and disadvantages which frequently accompany the three major governance structures.

The obvious advantage of a consolidated governing board is in its authority to manage the institutions under its jurisdiction. Coordinating and advisory boards simply do not have the power to supervise and establish the policies and regulations under which the institutions shall be managed and operated. However, consolidated governing boards are frequently accused of supporting the interests of the institutions over those of state government. Consolidated governing boards are also viewed by some as focusing heavily on administrative priorities to the exclusion of planning concerns. According to Dr. Millet's

survey of governance structures, eight of the ten states with statewide governing boards eventually established postsecondary education planning commissions. Dr. Millett believes that this occurred "because of the realization that the governing board was not impartial in its relationship to public institutions and was thus not the appropriate agency to prepare a master plan concerned with the welfare of all sectors of postsecondary education."

A major advantage of coordinating boards is their comprehensive scope with regard to coordination. Coordinating boards are frequently concerned with all types of higher education institutions, private as well as public. Furthermore, coordinating boards are usually an advocate of the state's interests rather than the institution's. On the other hand, coordinating boards often lack the authority to implement a master plan, to eliminate existing programs and to control institutional budgets. In particular, the effectiveness of coordinating boards is contingent upon whether the Governor and the legislature have confidence in their ability to make competent decisions.

The influence of advisory boards depends more upon their credibility than their authority to act. This situation is both an advantage and a disadvantage. Advisory boards may work well with institutional boards and executives because they are non-threatening. However, this lack of political power makes it difficult for advisory boards to require institutional collaboration. Advisory boards tend to add to the legislature's responsibilities with regard to higher education.

CHAPTER IV

HIGHER EDUCATION FUNDING

The higher education budget in Kentucky is divided between the Council on Higher Education (CHE), the Kentucky Higher Education Assistance Authority (KHEAA) and the public universities and community colleges. The higher education appropriation is composed of state general fund dollars, federal funds and agency receipts. Table 19 provides a breakdown of these budgeted sources of funds for FY 1983-84 and the fiscal biennium 1984-86. The state general fund appropriation is the largest source of revenue, at 48 to 49%. In the early 1970's higher education general fund appropriations approached 20% of the total general fund. Since 1975, general fund appropriations to the higher education budget have stayed around 17% of the total general fund. The Higher Education Assistance Authority and the Council on Higher Education each account for approximately one percent of the higher education general fund budget. The balance goes to the public institutions of higher education. Agency receipts comprised 43 to 44% of budgeted funds in each of the three years and federal receipts contributed around 7.5% of the higher education budget. Agency receipts and federal funds were appropriated to only CHE and KHEAA for this period.

TABLE 19
HIGHER EDUCATION BUDGETED SOURCES OF FUNDS

SOURCE	1983-84	1984-85	1985-86
GENERAL FUNDS	48.5%	48.0%	48.9%
CHE	$ 4,729,800	$ 4,584,800	$ 4,753,500
KHEAA	7,218,300	4,058,800	7,579,200
UNIVERSITIES	409,250,800	418,808,700	441,476,200
	$421,198,900	$427,452,300	$453,808,900
AGENCY RECEIPTS	43.7%	44.4%	43.9%
CHE	0	0	0
KHEAA	$ 4,779,600	$ 9,397,300	$ 7,129,100
UNIVERSITIES	374,592,600	385,902,200	399,691,900
	$379,372,200	$395,299,500	$406,821,000
FEDERAL FUNDS	7.8%	7.6%	7.2%
CHE	0	0	0
KHEAA	$ 732,300	$ 732,300	$ 732,300
UNIVERSITIES	66,787,600	66,440,100	66,335,300
	$ 67,519,900	$ 67,172,400	$ 67,067,600
TOTAL APPROPRIATION	100%	100%	100%
	$868,091,000	$889,924,200	$927,697,500

SOURCE: The Budget of the Commonwealth of Kentucky 1984-86

*Excludes Teachers Retirement

Council on Higher Education

General fund dollars are provided to the Council on Higher Education for carrying out its statutory responsibilities of coordination and planning for the Commonwealth's higher education system, as it relates to the state-supported community colleges and universities, and for administration and coordination of various external programs and activities.

Funded administrative activities include all of the operating expenses of the Council and its staff in the four major areas of Academic Affairs, Finance, Governmental Relations and Executive functions. External programs for which the Council is funded include:

- Health Programs—Two programs designed to address the medical and dental professional mal-distribution problem in Kentucky. First, the Professional Education Preparation Program, authorized by statute in 1980, assists students from underserved areas who are interested in attending medical or dental school with the overall objective that these students are more likely to

return to these areas than are other students. Second, the Free-Standing Medical Residency Program seeks to establish residency practice sites in rural locations with the overall objective that this will be a predominant factor in determining where a doctor decides to practice medicine.

- The Kentucky Educational Computing Network (KECNET)—A partnership arrangement designed to provide faculty and students at the universities and community colleges and the Council on Higher Education staff with low-cost batch and interactive computing capabilities in the areas of instruction and research. The Council provides the cost of communications and some costs of utilization.

- Telecommunications Consortium—A program established in 1978 to pay for the rental of college credit courses and continuing education courses which are aired on the Kentucky Educational Television Channel.

- Contract Spaces—A contractual arrangement through which Kentucky students have access to veterinary medicine and optometry programs at Southern Regional Educational Board institutions and Ohio State University.

- Consortia—A program to provide support for cooperative activities among public and private institutions involved in three consortia: The Owensboro Consortium, involving Western Kentucky University, Brescia College and Kentucky Wesleyan College; Metroversity, involving the University of Louisville, Jefferson Community College and five Louisville area private institutions; and the Appalachian Consortium, involving Morehead State University and Pikeville College.

Budgetary History

The Council's annual budgets have reflected varied coordinating and administrative responsibilities over the years. As the liaison agency for Kentucky and the Southern Regional Education Board (SREB), the Council has designated a large portion of its budget for funds to administer various SREB student training programs. A major increase in the Council's funding and expenditures occurred in FY 1973-74 with the provision of funds for an "enrollment growth pool." Institutional pool funds continued to be appropriated to CHE for distribution to the universities and community colleges from FY 1974-75 through FY 1981-82. Federal as well as General Funds were used for the pools. Once the funds were distributed they appeared as expenditures of the universities in financial reports. The purposes and amounts of the pools varied over the years. Purposes included: enrollment growth, tuition income replacement (for UL), health programs support (federal funds replacement), faculty salary improvement, and other discretionary uses (i.e., development, in-service education). Amounts have ranged from a total of just over $3 million in FY 1978-79 and FY 1979-80 to $7.5 million in FY 1977-78 and nearly $9 million for FY 1981-82. Thus, partly as a result of the pools, the Council's total appropriation increased from approximately $700,000 in FY 1972-73 to a high of $13.4 million in FY 1977-78. In the early 1980's the Council received grants from the State Planning Fund to finance special studies and activities (Management Study, OCR Desegregation Plan).

FY 1984 Expenditures

Pursuant to the Kentucky Annual Financial Report for the Fiscal Year ended June 30, 1984, General Fund Allotments to the Council on Higher Education totaled $4,729,800. This included $7,500 in salary improvement transfers. Council expenditures and transfers for the fiscal year ended June 1984 were:

Administration	$2,018,684
Health Programs	276,965
Kentucky Education Computing Network	152,226
Telecommunications	153,500
Contract Spaces	1,387,150
Consortia	$ 518,517
TOTAL	$4,507,045

A total of $222,755 lapsed into the General Fund.

Current Appropriations

The total enacted budget for the Council on Higher Education for the fiscal biennium 1984-86 was $4,584,800 and $4,753,500 for fiscal years 1985 and 1986 respectively. The appropriation, less than one percent of the total higher education budget for each year of the biennium, consists totally of General Fund revenues.

The Council's budgeted expenditures by program for the current biennium are as follows:

	FY 1985	FY 1986
Administration	$2,117,000	$2,256,600
Professional Education Preparation Program	255,000	269,000
Free Standing Medical Residency Program	25,000	—
Kentucky Educational Computing Network	161,200	161,200
Telecommunication Consortium	169,300	177,800
Contract Spaces	1,397,400	1,410,200
Consortia	459,900	478,700
TOTAL	$4,584,800	$4,753,500

SOURCE: The Budget of the Commonwealth of Kentucky 1984-86.

Kentucky Higher Education Assistance Authority

The Kentucky Higher Education Assistance Authority (KHEAA) is funded to fulfill statutory responsibilities outlined in KRS 164.744 to provide and administer financial assistance programs to Kentucky students attending or planning to attend eligible higher education institutions. KHEAA is also statutorily required to provide technical, clerical and administrative assistance to the Kentucky Higher Education Student Loan Corporation, an off-budget entity created to finance Guaranteed Student Loans.

KHEAA provides and administers four assistance programs:

- The Student Grant Program consisting of the State Student Incentive Grant Program (SSIG) and the Kentucky Tuition Grant program (KTG),
- The Student Loan Program, and
- The Work Study Program

KHEAA's funding comes from state general fund appropriations, federal funds and agency receipts. General funds are appropriated for the SSIG and the KTG programs. Administrative costs of the programs are funded with agency receipts.

KHEAA receives federal funds under the SSIG program authorized by Title IV of the Higher Education Act of 1965, as amended, and must match federal funds received with state funds, dollar for dollar.

KHEAA's agency receipts are derived from several sources. These sources include:

- Fees from the Agreement under which the Authority services loan holdings of the Student Loan Corporation,
- Insurance premiums paid by students obtaining loans guaranteed by KHEAA,
- Administrative Cost Allowances paid by the Federal Department of Education to KHEAA as an insurer of Guaranteed Student Loans,
- Earnings from the investment of funds held as Administrative and Default Reserves, and
- Retainage of collections on defaulted loans.

Agency receipts are the source of funding for KHEAA's Student Loan Program, and Work-Study Program insurance. Agency funds also cover the administrative expenses of all programs.

Budgetary History

From its establishment by the 1966 General Assembly through FY 1973-74, appropriations to KHEAA were for the purposes of accumulating reserves to guarantee student loans and paying agency administrative costs. In FY 1974-75, federal revenue sharing funds were appropriated to establish a revolving student loan fund. Funds for the current

grant programs were first appropriated in FY 1975-76. KHEAA has not received a General Fund appropriation for operating/administrative expenses since FY 1977-78. All such costs are paid from Agency Receipts. In FY 1983-84, the Authority "repaid" $3.5 million to the State General Fund. (This represents a determination by the Secretary of Finance of the total amount of General Funds appropriated for KHEAA's Administration since its establishment and fulfills a commitment made by its Executive Director in connection with the establishment of the Student Loan Corporation.)

The Commonwealth Work-Study Program, which received a General Fund appropriation during the mid-and-late 1970's, also operates from Agency Receipts. General fund appropriations for that program were discontinued in FY 1979-80.

Administrative expenses in the Authority's budget have grown in recent years, primarily due to the increasing number of loans held by the Student Loan Corporation, which KHEAA is paid to service and maintain. As of June 30, 1984, the Authority had insured 147,000 loans, totaling $306 million. The Authority is currently servicing and collecting 78,600 loans, totaling $236 million, owned by the Corporation.

FY 1984 Expenditures

According to the KHEAA's audited financial report for the Fiscal Year ended June 30, 1984, KHEAA expended $3,117,100 in general fund dollars and $4,101,200 in general fund dollars for the SSIG and the KTG programs, respectively. The Authority expended $732,329 in federal funds for the SSIG program, $136,683 in agency funds for the Work-Study Program and $3,456,971 in agency funds for general administrative expenses. During 1984 KHEAA insured 30,500 loans, totaling $62.9 million, and purchased 44,000 loans, valued at $73.6 million, for the Corporation.

Current Appropriations

In FY 1984-85 KHEAA received approximately $3 million less in General Fund appropriations for the SSIG and KTG grant programs. Because the agency had accumulated large amounts of Agency Receipts, a portion of those funds was directed by the General Assembly to be used for the grant programs. Thus, General Funds were released for appropriation elsewhere in the state budget. These General Funds were restored to KHEAA in FY 1985-86.

Public Universities

Kentucky's eight institutions of higher education operate under the guidelines set out in the Council on Higher Education's Uniform Financial Reporting Manual, which are based on guidelines established by the National Association of College and University Business Offices and the American Institution of Certified Public Accountants. Pursuant to the principle of fund accounting under which revenues of similar characteristics are com-

bined into fund groups for accounting and reporting purposes, Kentucky universities maintain funds under the following fund groups: current funds, loan funds, agency funds, endowment and similar funds, plant funds, and annuity and life income funds.

The current funds group includes all of the institutional revenues which can be expended in performing the primary objectives of an institution.

For the purposes of this discussion the emphasis will be on the current funds of each of the universities.

Current Funds

Current fund revenues are categorized into four classifications by source.

- Educational and General Revenue—student tuition and fees, government appropriations (federal, state and local), grants and contracts (federal, state and local), indirect cost reimbursement, endowment income, sales and services of educational activities.

- Sales and Services of Auxiliary Enterprises—All revenue, including that assigned to debt service, generated by institutional entities which exist to furnish goods or services to students, faculty, or staff.

- Sales and Services of Hospitals—Revenue (excluding discounts, allowances, and provisions for doubtful accounts) of a hospital operated by an institution, including revenue from daily patient services, nursing services, other professional services, and health clinics that are a part of the hospital.

- Independent Operations—All revenues associated with operations independent of or unrelated to the primary missions of the institutions, though possibly indirectly contributing to the enhancement of these programs.

Current Fund Expenditures

The current fund expenditures of the universities include those of both unrestricted and restricted current fund revenues and are classified by function in university financial reports. Pursuant to the Uniform Financial Reporting Manual, unrestricted current fund expenditures include "all expenditures from revenue upon which the source has placed no restriction." Restricted current fund expenditures include "only those funds expended during the reporting period for a current operating purpose specified by the donor or other external agency as a precondition of acceptance."

Current fund expenditures include the educational and general costs of conducting institutional operations, including educational and general mandatory transfers for debt service and loan fund matching grants; all costs of operating auxiliary enterprises; and costs incurred with the patient-care operations of a university-operated hospital.

The functional expenditure categories outlined in the UFRM are defined in Table 20.

Table 21 shows the percentage breakdown of unrestricted current fund expenditures to total unrestricted educational and general expenditures (excluding mandatory transfers) in each expenditure category. Expenditures ranged from 36.4% at KSU to 54.2%

for UL in the instruction category. UK expended 9.1% of its unrestricted current fund expenditures in the research area as compared to one percent or less at the other universities. UK was also high in public service expenditures when compared to the other universities. The smaller regional universities (KSU, MoSU and NKU) expended a higher percentage on institutional support than the rest of the institutions, and operation and maintenance of plant ranged from a low of 8.2% at UL to a high of 20.8% at KSU.

TABLE 20

EXPENDITURE CLASSIFICATION FOR UNIVERSITIES

Instruction. Includes all funds expended for credit and noncredit courses for academic, vocational, and remedial purposes in regular, special, and extension sessions. Expenditures for departmental research and public service that are not separately budgeted are also included. This category includes subcategories for General Academic Instruction, Occupational/Technical Instruction, Summer and Special Session Instruction, Community Education, and Preparatory/Adult Basic Education.

Research. Includes all expenditures for activities specifically organized to produce research outcomes. This category includes subcategories for Institutes and Research Centers and Individual and Project Research.

Public Service. Includes expenditures for activities established primarily to provide noninstructional services beneficial to individuals outside the institution. This category includes subcategories for Community Service, Cooperative Extension Service, and Public Broadcasting Services.

Libraries. Includes expenditures for all activities that directly support the collection, cataloging, storage, and distribution of published materials in support This category includes subcategories for Community Service, Cooperative Extension Service, and Public Broadcasting Services.

Academic Support. Includes funds expended primarily to provide support services for the institution's primary missions—instruction, research, and public service. This category includes subcategories for Museums and Galleries, Audio/Visual Services, Academic Computing Support, Ancillary Support, Academic Administration, Academic Personnel Development, and Course and Curriculum Development.

Student Services. Includes funds for the Office of Admissions and Records and those activities whose primary purpose is to contribute to the student's intellectual, cultural, and social development outside the context of the formal instruction program. This category includes subcategories for Student Services Administration, Social and Cultural Development, Counseling and Career Guidance, Financial Aid Administration, Student Admissions, Student Records, Student Health Services, and Intercollegiate Athletics. Intercollegiate Athletics includes expenditures for the coaches, trainers, officiating, travel, grants-in-aid, ticket sales, advertising, and other expenditures necessary to maintain intercollegiate participation. An appropriate portion of the office and staff of the athletic director should be included. Excluded are those activities that relate to intramural athletics. Intercollegiate Athletics is categorized as an "education and general" expenditure unless it is operating as a self-supporting activity.

Institutional Support. Includes expenditures for those activities carried out to provide for both the day-to-day functioning and the long-range viability of the institution as an operating institution, exclusive of physical plant operations. This category includes subcategories for Executive Management, Fiscal Operations, General Administration and Logistical Services, Administrative Computing Support, and Public Relations/Development.

Operation and Maintenance of Plant. Includes all expenditures of current operating funds for the operation and maintenance of the physical plant, net amounts charged to Auxiliary Enterprises, Hospitals, and/or Independent Operations. This category includes subcategories for Physical Plant Administration, Building Maintenance, Custodial Service, Utilities, Landscape and Grounds Maintenance, and Major Repairs and Renovations.

Scholarships and Fellowships. Includes expenditures made in the form of outright grants to students selected by the institution and financed by current funds. This category includes subcategories for Scholarships (undergraduate awards) and Fellowships (graduate awards).

Mandatory Transfers. Includes transfers from the Current Funds group to other fund groups arising out of binding legal agreements related to the financing of educational plant and/or grant agreements that require matching funds. This category includes subcategories for Provision for Debt Service on Educational Plant, Loan Fund Matching Grants, and Other Mandatory Transfers.

Auxiliary Enterprises. Includes expenditures and transfers associated with the operation of auxiliary enterprises. An auxiliary enterprise is an entity that exists to furnish goods or services to students and that charges a fee directly related to, though not necessarily equal to the cost of the goods or services. This category includes subcategories for Auxiliary Enterprises-Student; Auxiliary Enterprises-Faculty Staff; Intercollegiate Athletics and Mandatory Transfers/Auxiliary Enterprises.

Hospitals. Includes all expenditures and transfers associated with the patient-care operations of a university-operated hospital. Expenditures for those activities that take place within the hospital but are more appropriately classified as instruction or research are excluded. This category includes subcategories for Direct Patient Care, Health Care Supportive Services, Administration of Hospitals, Physical Plant Operations for Hospitals, and Mandatory Transfers/Hospitals.

SOURCE: *Uniform Financial Reporting Manual for Kentucky's Institutions of Public Higher Education*, adopted by the Council on Higher Education, January 1978.

TABLE 21

UNIVERSITY UNRESTRICTED CURRENT FUND EXPENDITURES AS A PERCENTAGE OF TOTAL UNRESTRICTED E & G EXPENDITURES BY PROGRAM AREA

1983-84

	INSTR.	RESCH.	PUB. SERV.	LIB.	ACAD. SUPP.	STUDENT SERVICE	INST. SUPP.	OPER. MAINT.	STUDENT FIN. AID
KSU	36.4	.3	.6	3.8	3.4	9.8	23.2	20.8	1.7
MoSU	41.4	.1	2.7	4.2	7.0	10.5	18.8	12.4	2.8
NKU	44.1	.1	1.0	6.5	6.3	8.0	17.5	14.1	2.5
MuSU	42.5	.4	5.7	4.2	5.1	9.1	12.0	15.1	5.7
EKU	47.7	.3	2.1	4.8	10.2	7.4	12.7	13.9	1.1
WKU	50.2	.2	1.4	4.9	6.6	9.4	12.8	13.4	1.2
UL	54.2	1.4	2.0	4.3	8.1	9.3	10.1	8.2	2.3
UK	43.3	9.1	12.3	3.7	9.4	3.0	7.4	10.4	1.3

University Appropriations

Although appropriations for the public universities are based on recommendations submitted from the Council on Higher Education (CHE), the statutory process established by the General Assembly and the guidelines developed by CHE permit substantial input from the respective institutions. The statutory standards (KRS 164.020) for determining university budgets have changed over the years. The 1934 statutory standard of budgetary considerations on the "basis of the needs" of the various institutions was amended in 1966 to require considerations based on the "functions of the institutions and the anticipated available resources for higher education." A 1972 revision required that university budgets be based on their "appropriate level of support," considering the functions of the institutions and "their respective needs," rather than the anticipated available resources for higher education. Finally, in 1982, KRS 164.020 was revised to require that

CHE, in cooperation with the university presidents, "devise, establish and periodically review and revise formulas for use in making budgetary recommendations," and that CHE submit a separate budgetary recommendation for the community college system.

Table 22 outlines general fund dollars received by each of the universities from FY 1962 through FY 1984. Table 23 outlines the percentage each individual university's general fund dollars represents of total general fund dollars for the twenty-year period. As expected, the only two universities showing continuous growth are NKU and UL. These were the last two to enter the system. KSU has remained the most constant in its share of the university general fund dollar. The other regional schools have all experienced similar growth and decline patterns. WKU's share did grow at a higher rate during the early '70's than did the others. The UK share of the university general fund dollar has decreased the most over the twenty-year period. This decline has occurred despite the fact that UK's share includes the community college system, which has grown since its inception prior to 1963.

TABLE 22
HISTORY OF GENERAL FUND
APPROPRIATIONS TO THE EIGHT STATE UNIVERSITIES
FY 1962-FY 1984

	EKU	MoSU	MuSU	WKU	KSU	UK	NKU	UL	TOTAL
FY 1962									
Regular Budget Bill	$2,048,850	$1,532,990	$1,899,350	$2,057,960	$1,016,810	$15,450,660			$24,006,620
Governor's Contingency Funds				7,500	5,000	39,000			51,500
	$2,048,850	$1,532,990	$1,899,350	$2,065,460	$1,021,810	$15,489,660			$24,058,120
FY 1963									
Regular Budget Bill	$2,434,060	$1,956,820	$2,235,445	$2,555,435	$1,045,590	$19,385,540			$29,612,890
Governor's Contingency Funds				7,500		104,600			112,100
	$2,434,060	$1,956,820	$2,235,445	$2,562,935	$1,045,590	$19,490,140			$29,724,990
FY 1964									
Regular Budget Bill	$2,689,890	$2,138,390	$2,471,530	$2,847,710	$1,074,800	$20,971,000		$500,000	$32,693,320
Governor's Contingency Funds				7,500		700			8,200
	2,689,890	2,138,390	2,471,530	2,855,210	1,074,800	20,971,700			32,701,520
IRS	90,760	65,187	87,873	100,793	29,171				373,784
Total	$2,780,650	$2,203,577	$2,559,403	$2,956,003	$1,103,971	$20,971,700			$33,075,304
FY 1965									
Regular Budget Bill	$4,028,063	$2,624,963	$3,127,002	$4,271,099	$1,264,342	$27,225,200		$700,000	$43,240,669
	4,028,063	2,624,963	3,127,002	4,271,099	1,264,342	27,225,200			43,240,669
IRS	116,982	76,770	101,527	123,095	33,078				451,452
Total	$4,145,045	$2,701,733	$3,228,529	$4,394,194	$1,297,420	$27,225,200			$43,692,121
FY 1966									
Regular Budget Bill	$4,660,119	$3,046,014	$3,654,119	$5,010,601	$1,575,697	$31,117,560		$900,000	$49,964,110
Governor's Contingency Funds			20,000		3,500				23,500
	4,660,119	3,046,014	3,674,119	5,010,601	1,579,197	31,117,560			49,987,610
IRS	212,452	134,898	172,365	218,961	53,175				791,851
Total	$4,872,571	$3,180,912	$3,846,484	$5,229,562	$1,632,372	$31,117,560			$50,779,461
FY 1967									
Regular Budget Bill	$6,534,936	$3,951,155	$4,777,705	$6,425,810	$1,600,000	$38,614,158		$1,000,000	$62,903,764
Governor's Contingency Funds						1,500			1,500
	6,534,936	3,951,155	4,777,705	6,425,810	1,600,000	38,615,658			62,905,264
IRS	272,451	182,971	218,617	274,188	59,442				1,007,669
Total	$6,807,387	$4,134,126	$4,996,322	$6,699,998	$1,659,442	$38,615,658			$63,912,933
FY 1968									
Regular Budget Bill	$7,029,755	$4,255,006	$5,197,220	$6,939,597	$1,748,000	$42,158,600		$1,012,000	$68,340,178
Governor's Contingency Funds	35,000				10,500	219,500			265,000
	7,064,755	4,255,006	5,197,220	6,939,597	1,758,500	42,378,100			68,605,178
IRS	336,056	209,207	281,759	322,568	73,583				1,223,173
Total	$7,400,811	$4,464,213	$5,478,979	$7,262,165	$1,832,083	$42,378,100			$69,828,351
FY 1969									
Regular Budget Bill	$8,547,220	$5,540,100	$6,214,220	$9,056,490	$2,169,990	$47,779,380		$3,100,000	$82,407,400
Governor's Contingency Funds	25,000								25,000
	8,572,220	5,540,100	6,214,220	9,056,490	2,169,990	47,779,380			82,432,400
IRS	353,040	261,345	351,906	397,811	76,619				1,440,721
Total	$8,925,260	$5,801,445	$6,566,126	$9,454,301	$2,246,609	$47,779,380			$83,873,121

	EKU	MoSU	MuSU	WKU	KSU	UK	NKU	UL	TOTAL
FY 1970									
Regular Budget Bill	$10,578,200	$7,290,170	$8,152,050	$11,703,290	$2,585,500	$52,345,890		$3,100,000	$95,755,100
Special Legislative Acts						330,000			330,000
Governor's Contingency Funds	25,000					32,000			57,000
	10,603,200	7,290,170	8,152,050	11,703,290	2,585,500	52,707,890			96,142,100
TRS	454,918	320,913	395,526	488,374	80,067				1,739,798
Total	$11,058,118	$7,611,083	$8,547,576	$12,191,664	$2,665,567	$52,707,890			$97,881,898
FY 1971									
Regular Budget Bill	$11,787,818	$7,948,082	$8,491,473	$13,287,127	$2,967,500	$57,430,000	$850,000	$5,600,000	$108,362,000
Governor's Contingency Funds							10,000		10,000
	11,787,818	7,948,082	8,491,473	13,287,127	2,967,500	57,430,000	860,000	5,600,000	108,372,000
TRS	522,212	366,544	432,305	560,117	106,121				1,987,299
Total	$12,310,030	$8,314,626	$8,923,778	$13,847,244	$3,073,621	$57,430,000	$860,000	$5,600,000	$110,359,299
FY 1972									
Regular Budget Bill	$13,271,518	$8,900,408	$9,462,550	$14,980,024	$3,267,500	$61,590,000	$1,100,000	$7,600,000	$120,172,000
Governor's Contingency Funds						20,000		138,400	158,400
	13,271,518	8,900,408	9,462,550	14,980,024	3,267,500	61,610,000	1,100,000	7,738,400	120,330,400
TRS	576,359	370,249	447,826	625,877	120,659				2,140,970
Total	$13,847,877	$9,270,657	$9,910,376	$15,605,901	$3,388,159	$61,610,000	$1,100,000	$7,738,400	$122,471,370
FY 1973									
Regular Budget Bill	$14,632,820	$9,645,750	$11,209,740	$15,930,530	$3,553,370	$64,834,950	$2,875,670	$14,010,990	$136,693,820
Education Expense	183,550	39,118		258,023	9,403	963,636	438,188	219,282	2,111,200
Governor's Contingency Funds		10,000			70,486	8,000		9,000	97,486
	14,816,370	9,694,868	11,209,740	16,188,553	3,633,259	65,806,586	3,313,858	14,239,272	138,902,506
TRS	645,284	399,921	459,049	650,811	130,592				2,285,657
Total	$15,461,654	$10,094,789	$11,668,789	$16,839,364	$3,763,851	$65,806,586	$3,313,858	$14,239,272	$141,188,163
FY 1974									
Regular Budget Bill	$15,142,590	$9,909,950	$11,502,540	$16,247,850	$3,781,240	$67,464,090	$3,220,520	$16,199,470	$143,468,250
Education Expense	542,980	183,274		258,023	111,274	1,059,740	1,313,698	522,011	3,991,000
Governor's Contingency Funds		10,000	44,909			80,000		40,000	174,909
	15,685,570	10,103,224	11,547,449	16,505,873	3,892,514	68,603,830	4,534,218	16,761,481	147,634,159
TRS	698,194	448,093	478,500	710,956	148,002				2,483,745
Total	$16,383,764	$10,551,317	$12,025,949	$17,216,829	$4,040,516	$68,603,830	$4,534,218	$16,761,481	$150,117,904
FY 1975									
Regular Budget Bill	$17,273,700	$10,835,200	$12,337,600	$17,589,500	$4,407,700	$74,265,300	$5,925,900	$21,821,300	$164,456,200
Contingency Fund Suppl. Appropriation	389,113	208,201	275,372	262,610	128,350	1,352,657	63,507	1,597,642	4,277,452
Education Expense	185,200				102,800	469,000	223,800	1,083,700	2,064,500
Governor's Contingency Funds						56,178		22,000	78,178
	17,848,013	11,043,401	12,612,972	17,852,110	4,638,850	76,143,135	6,213,207	24,524,642	170,876,330
TRS	805,211	506,228	558,710	781,110	153,266				2,804,525
Total	$18,653,224	$11,549,629	$13,171,682	$18,633,220	$4,792,116	$76,143,135	$6,213,207	$24,524,642	$173,680,855
FY 1976									
Regular Budget Bill	$18,241,600	$11,504,200	$13,141,100	$18,799,900	$4,783,200	$79,463,600	$6,367,100	$24,122,200	$176,422,900
Suppl. Appropriation	522,361	208,201	275,334	262,580	235,945	1,691,357	225,107	2,613,942	6,034,827
Education Expense	160,400	40,500	22,000	63,800	49,800	159,000	94,100	2,860,400	3,450,000
Governor's Contingency Funds					2,500	10,000			12,500
	18,924,361	11,752,901	13,438,434	19,126,280	5,071,445	81,323,957	6,686,307	29,596,542	185,920,227
TRS	877,596	549,340	606,605	858,987	169,458				3,061,986
Total	$19,801,957	$12,302,241	$14,045,039	$19,985,267	$5,240,903	$81,323,957	$6,686,307	$29,596,542	$188,982,213

	EKU	MoSU	MuSU	WKU	KSU	UK	NKU	UL	TOTAL
FY 1977									
Regular Budget Bill	$21,685,200	$13,444,600	$15,068,300	$21,060,900	$5,872,500	$87,419,000	$9,344,600	$36,056,800	$209,951,900
Education Expense	353,533	72,979	171,461	429,327		845,348	200,238	1,875,614	3,948,500
Governor's Contingency Funds						62,500		12,000	74,500
	22,038,733	13,517,579	15,239,761	21,490,227	5,872,500	88,326,848	9,544,838	37,944,414	213,974,900
TRS	1,403,192	821,792	948,837	1,311,983	280,126				4,765,930
Total	$23,441,925	$14,339,371	$16,188,598	$22,802,210	$6,152,626	$88,326,848	$9,544,838	$37,944,414	$218,740,830
FY 1978									
Regular Budget Bill	$23,043,500	$14,342,300	$16,177,800	$22,258,300	$6,331,600	$92,949,600	$10,149,200	$39,293,600	$224,545,900
Special Appropriation			66,600	92,700	266,900	625,300		500,000	1,551,500
Reorganization			247,933			210,692			458,625
Education Expense	582,250	72,979	331,191	350,135	33,132	1,184,093	467,431	4,452,889	7,474,100
Governor's Contingency Funds						62,500		8,000	70,500
	23,625,750	14,415,279	16,823,524	22,701,135	6,631,632	95,032,185	10,616,631	44,254,489	234,100,625
TRS	1,617,493	914,222	1,102,433	1,484,593	297,397				5,416,138
Total	$25,243,243	$15,329,501	$17,925,957	$24,185,728	$6,929,029	$95,032,185	$10,616,631	$44,254,489	$239,516,763
FY 1979									
Regular Budget Bill	$25,794,600	$15,799,400	$19,107,700	$24,654,700	$7,567,500	$112,110,100	$13,334,800	$56,386,100	$274,754,900
Special Appropriation						35,000			35,000
Education Expense	277,487	271,229	363,722	274,004	196,569	635,639	406,706	644,343	3,069,699
Governor's Contingency Funds						10,000		30,000	40,000
	26,072,087	16,070,629	19,471,422	24,928,704	7,764,069	112,790,739	13,741,506	57,060,443	277,899,599
TRS	1,823,875	961,201	1,219,197	1,676,168	329,202				6,009,643
Total	$27,895,962	$17,031,830	$20,690,619	$26,604,872	$8,093,271	$112,790,739	$13,741,506	$57,060,443	$283,909,242
FY 1980									
Regular Budget Bill	$27,780,400	$16,953,900	$20,874,900	$26,356,500	$8,587,600	$123,187,800	$14,400,300	$64,971,200	$303,112,600
Special Appropriation						5,000			5,000
Education Expense	144,349	123,269	212,937	88,411	91,909	693,514	526,741	635,981	2,517,111
Governor's Contingency Funds						5,500		10,000	15,500
	27,924,749	17,077,169	21,087,837	26,444,911	8,679,509	123,891,814	14,927,041	65,617,181	305,650,211
TRS	2,011,637	1,027,626	1,322,909	1,795,925	353,098				6,511,195
Total	$29,936,386	$18,104,795	$22,410,746	$28,240,836	$9,032,607	$123,891,814	$14,927,041	$65,617,181	$312,161,406
FY 1981									
Regular Budget Bill	$27,610,900	$16,987,400	$20,897,100	$26,144,500	$8,503,200	$123,898,700	$14,763,200	$67,488,200	$306,293,200
Education Expense	220,642		126,550	201,436	40,981	2,520,964		690,827	3,801,400
	27,831,542	16,987,400	21,023,650	26,345,936	8,544,181	126,419,664	14,763,200	68,179,027	310,094,600
TRS	2,557,954	1,291,447	1,615,023	2,536,771	479,412				8,480,607
Total	$30,389,496	$18,278,847	$22,638,673	$28,882,707	$9,023,593	$126,419,664	$14,763,200	$68,179,027	$318,575,207
FY 1982									
Regular Budget Bill	$30,162,800	$18,339,800	$22,788,800	$28,579,600	$9,299,100	$139,471,200	$16,051,200	$74,401,800	$339,094,300
TRS	2,784,943	1,304,201	1,674,656	2,518,120	442,475	NA	NA	NA	8,724,395
Total	$32,947,743	$19,644,001	$24,463,456	$31,097,720	$9,741,575	$139,471,200	$16,051,200	$74,401,800	$347,818,695

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	EKU	MoSU	MuSU	NKU	KSU	UK	NKU	UL	TOTAL
FY 1983									
Regular Budget Bill	$32,036,600	$19,479,100	$24,162,000	$30,418,900	$9,399,100	$154,529,500	$18,079,500	$83,604,500	$371,709,200
TRS	2,963,929	1,392,928	1,767,412	2,668,029	454,463	NA	NA	NA	9,246,761
Total	$35,000,529	$20,872,028	$25,929,412	$33,086,929	$9,853,563	$154,529,500	$18,079,500	$83,604,500	$380,955,961
FY 1984									
Regular Budget Bill	$33,922,400	$20,672,700	$25,532,100	$32,273,800	$9,599,100	$173,662,800	$20,221,200	$92,886,100	$408,770,200
TRS	3,223,650	1,616,979	2,013,458	3,149,796	588,243	NA	NA	NA	9,246,761
Total	$37,146,050	$22,289,679	$27,545,558	$35,423,596	$10,187,343	$173,662,800	$20,221,200	$92,886,100	$419,362,326

SOURCES: Appropriations from Kentucky Financial Reports FY 1961-62 through FY 1983-84. TRS from the Kentucky Teachers' Retirement System.

BEST COPY AVAILABLE

TABLE 23

INDIVIDUAL UNIVERSITY GENERAL FUND DOLLARS
EXPRESSED AS % OF TOTAL UNIVERSITY GENERAL FUND DOLLARS

	KSU	MO	N	MU	E	W	UL	UK*
FY 63-64	3.3	6.7	0.0	7.7	8.4	8.9	1.5	63.4
FY 64-65	3.0	6.2	0.0	7.4	9.5	10.1	1.6	62.3
FY 65-66	3.2	6.3	0.0	7.6	9.6	10.3	1.8	61.3
FY 66-67	2.6	6.5	0.0	7.8	10.7	10.5	1.6	60.4
FY 67-68	2.6	6.4	0.0	7.9	10.6	10.4	1.5	60.7
FY 68-69	2.7	6.9	0.0	7.8	10.6	11.3	3.7	57.0
FY 69-70	2.7	7.8	0.0	8.7	11.3	12.5	3.2	53.9
FY 70-71	2.8	7.5	0.8	8.1	11.2	12.6	5.1	52.0
FY 71-72	2.8	7.6	0.9	8.1	11.3	12.7	6.3	50.3
FY 72-73	2.7	7.2	2.4	8.3	11.0	11.9	10.1	46.6
FY 73-74	2.7	7.0	3.2	8.0	10.9	11.5	11.2	45.7
FY 74-75	2.8	6.7	3.6	7.6	10.7	10.7	14.1	43.8
FY 75-76	2.8	6.5	3.5	7.4	10.5	10.6	15.7	43.0
FY 76-77	2.8	6.6	4.4	7.4	10.7	10.4	17.4	40.4
FY 77-78	2.9	6.4	4.4	7.5	10.5	10.1	18.5	39.7
FY 78-79	2.9	6.0	4.8	7.3	9.8	9.4	20.1	39.7
FY 79-80	2.9	5.8	4.8	7.2	9.6	9.1	21.0	39.7
FY 80-81	2.8	5.7	4.6	7.1	9.5	9.1	21.4	39.7
FY 81-82	2.8	5.7	4.6	7.0	9.5	8.9	21.4	40.1
FY 82-83	2.6	5.5	4.8	6.8	9.2	8.7	22.0	40.6
FY 83-84	2.4	5.3	4.8	6.6	8.9	8.5	22.2	41.4

SOURCE: Based on General Fund Expenditures from *Commonwealth of Kentucky Annual Financial Report*.

Appropriations are made directly to the eight universities. However, a portion of the total General Fund appropriation to the Kentucky Teachers Retirement System (KTRS) is for the matching contribution for faculty members at the five (5) institutions participating in KTRS. These institutions are Eastern, Kentucky State, Morehead, Murray and Western. Faculty at the University of Kentucky, the University of Louisville and Northern are under a different retirement system, Teachers' Insurance and Annuity Association/College Retirement Equity Fund. The matching contribution for faculty at these institutions is included in the respective appropriation.

Separate lump sum appropriations for General Funds, Agency Funds and Federal Funds are made to each of the eight universities. Language under the lump sum amount may detail specific uses for some of the funds. The FY 1984-86 Appropriations Act includes language for each institution specifying amounts to be used for debt service and for implementation of the state's higher education desegregation plan. In addition, the Act specifies amounts for the Urban Studies Center at the University of Louisville, the College of Agriculture at the University of Kentucky, and classes in Owensboro by the Community College System.

Language under the General Fund appropriation earmarks a certain minimum amount for the Community College System. Senate Bill 168 enacted by the 1982 General Assembly requires that the Council on Higher Education make a separate recommendation for the Community College System appropriation.

With regard to Trust and Agency Funds and Federal Funds, the Appropriations Act provides that "institutions of higher education may receive and expend all trust and agency/federal funds without limitation." Other state government agencies must have authorization from the Finance Cabinet for expenditures above the appropriated level; the universities are not required to obtain such authorization.

A portion of the General Fund appropriation to the public universities is for implementation of the Higher Education Desegregation Plan mandated and approved by the U.S. Office of Civil Rights. Under the plan, Kentucky is committed to enhance Kentucky State University and to increase the percentage of minority students and faculty/staff at all levels on the campuses of the "traditionally white institutions." Systemwide, funding for implementation of the Higher Education Desegregation Plan comprised less than one percent of general fund appropriations for each year of the fiscal biennium, ranging from .2% for Morehead State University to 13.3% for Kentucky State University in FY 1985, and from .2% for Morehead to 15.3% for Kentucky State in FY 1986.

Table 24 shows the percentage of general fund appropriations for each university and the community colleges for debt service, principal and interest on bonds issued to finance educational and general facilities only, and the Desegregation Plan. Appropriations for debt service comprise seven percent of general fund appropriations systemwide for each fiscal year, ranging from 3% for KSU to 13.8% for Northern in FY 1985, and 5% for Morehead to 13% for Northern and KSU in FY 1986.

Figure 8 shows the percentage distribution of the 1984-85 university general fund appropriation among the institutions. The percentages range from 35.4% for UK (excluding the community college system) to 2.6% for KSU.

TABLE 24

Comparison: Total General Fund Appropriation,
Debt Service and Desegregation Plan
Language Appropriations

FY 1984-85

	Total General Fund Appropriation	Debt Service	Percent	Desegregation Plan	Percent	Remainder	Percent
Eastern Kentucky University	$ 34,597,800	$2,433,700	7.0	$ 157,000	.5	$ 32,007,100	92.5
Kentucky State University	10,883,000	308,700	2.9	1,449,700	13.3	9,124,600	83.8
Morehead State University	21,050,800	1,464,500	7.0	47,000	.2	19,539,300	92.8
Murray State University	26,019,300	1,620,200	6.2	75,000	.3	24,324,100	93.5
Northern Kentucky University	20,683,400	2,860,100	13.8	128,000	.6	17,695,300	85.6
University of Kentucky	148,216,600	6,561,500	4.4	566,000	.4	141,089,100	95.2
University of Kentucky - CCS	29,441,500	2,590,700	8.8	81,000	.3	26,769,800	90.9
University of Louisville	95,012,300	10,206,700	10.7	424,000	.5	84,381,600	88.8
Western Kentucky University	32,904,000	1,671,300	5.1	101,000	.3	31,131,700	94.6
TOTAL	**$418,808,700**	**$29,717,400**	7.1	**$3,028,700**	.7	**$386,062,600**	92.2

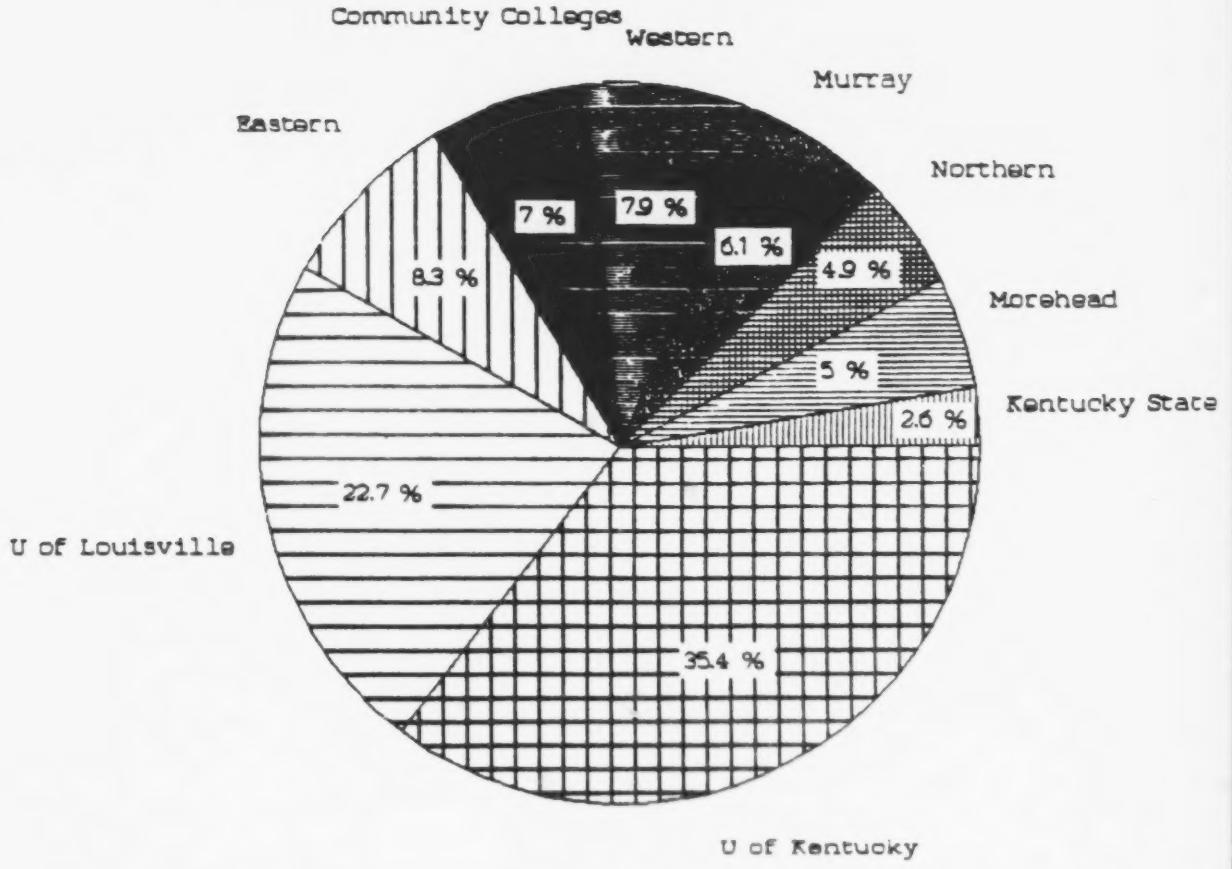
FY 1985-86

	Total General Fund Appropriation	Debt Service	Percent	Desegregation Plan	Percent	Remainder	Percent
Eastern Kentucky University	$ 36,042,900	$ 2,433,100	6.7	$ 164,900	.5	$ 33,444,900	92.8
Kentucky State University	13,225,700	1,706,700	12.9	2,016,800	15.3	9,502,200	71.8
Morehead State University	21,971,200	1,468,100	6.7	49,400	.2	20,453,700	93.1
Murray State University	27,165,600	1,617,600	6.0	78,800	.3	25,469,200	93.7
Northern Kentucky University	21,619,500	2,823,900	13.1	134,400	.6	18,661,200	86.3
University of Kentucky	155,597,400	6,777,100	4.3	594,300	.4	148,226,000	95.3
University of Kentucky - CCS	31,736,700	2,582,200	9.1	85,100	.3	29,069,400	91.6
University of Louisville	99,742,100	10,221,400	10.3	445,200	.4	89,075,500	89.3
Western Kentucky University	34,375,100	1,673,700	4.9	106,100	.3	32,595,300	94.8
TOTAL	**$441,476,200**	**$31,303,800**	7.1	**$3,675,000**	.8	**$406,497,400**	92.1

FIGURE 8

1984 - 85

PERCENT OF TOTAL UNIVERSITY APPROPRIATION BY UNIVERSITY



Professional School Appropriation. The 1983-84 appropriation to medical, dental and legal education totaled $63 million, with over half of that amount appropriated to the medical schools at UK and UL. Table 25 shows the allocation of funds among the programs at UK, UL and Northern.

Noninstructional Appropriations. Kentucky's 1983-84 appropriation for health professions, including medicine, nursing, allied health, medical and health centers is 4th out of the 14 SREB states, at 20.46% of total university appropriations. The regional average is 18.9% (Table 26). Appropriations for agriculture cooperative extension for FY 84 were 3rd out of 12 SREB states, at 4.67 per capita. Agriculture experiment station ap-

propriations were 2nd out of 12, at 4.99 per capital. Appropriations for agriculture as a percent of total higher education appropriations were at the midrange of the SREB states for 1983-84 (Table 27).

TABLE 25

STATE APPROPRIATION FOR PROFESSIONAL SCHOOLS
1983-84

	NKU	UK	UL	Total
Medicine*		$21,741,300	$20,557,491	$42,298,791
Dentistry*		7,422,100	8,563,387	15,985,487
Law*	$1,394,000	1,400,000	1,809,000	4,603,000

*Reported by UK and UL for SREB State Data Exchange Survey.

**1983-84 state appropriation is estimated by inflating the 1982-83 recurring state appropriation, obtained from the MGT Professional School Study, by the percentage change between 1982-83 and 1983-84 in the unrestricted institutional operating budgets for each law school.

TABLE 26

STATE HEALTH PROFESSIONS EDUCATION
OPERATING APPROPRIATION
SREB STATES
1983-84

	State* Health Professions Appropriation	Total State Operating Appropriation	Health Professions Appropriations as a Percent of Total Appropriation
Alabama	$ 106,038,507	$ 466,752,408	22.72%
Arkansas	$ 31,869,511	$ 198,143,412	16.08%
Florida**	$ 95,226,392	$ 834,253,484	11.41%
Georgia	$ 76,133,177	$ 602,698,947	12.63%
Kentucky	$ 88,306,393	$ 431,503,200	20.46%
Louisiana	$ 98,353,755	$ 502,300,682	19.58%
Maryland	$ 71,241,782	$ 450,483,637	15.81%
Mississippi	$ 50,591,812	$ 246,465,410	20.53%
North Carolina	$ 132,195,807	$ 963,389,421	13.72%
South Carolina	$ 63,007,756	$ 399,758,129	15.76%
Tennessee	$ 48,954,700	$ 403,302,200	12.14%
Texas	$ 732,859,161	$2,750,478,917	26.64%
Virginia	$ 79,758,607	$ 616,392,278	12.94%
West Virginia	$ 38,851,000	$ 192,907,000	20.14%
Total	$1,713,388,360	$9,058,829,125	
Region Average (Weighted)			18.91%
Region Average (Unweighted)			18.18%

*Excludes veterinary medicine.
**Includes veterinary medicine.

SOURCE: "Interstate Comparisons of State Appropriations to Higher Education SREB States 1983-84" CHE, Sept. 1983.

TABLE 27

STATE AGRICULTURE COOPERATIVE EXTENSION AND AGRICULTURE EXPERIMENT STATION APPROPRIATION SREB STATES 1983-84

	Agriculture Cooperative Extension	Agriculture Experiment Station	Number of Counties	State Population	Farm Income ($000)	Tillable Acres	Total State Operating Appropriation
Alabama	$ 11,674,710	$ 10,438,497	67	3,943,000	$ 2,228,467	7,837,000	$ 466,752,408
Arkansas	9,059,049	9,007,652	75	2,291,000	3,436,609	12,866,000	198,143,412
Florida*			67	10,416,000	4,046,152	9,966,000	834,253,484
Georgia	22,899,697	22,845,305	158	5,639,000	3,346,172	84,780,000	602,698,947
Kentucky	17,107,572	13,536,400	120	3,667,000	2,782,583	11,147,000	431,503,200
Louisiana	22,265,806	21,770,000	64	4,362,000	1,713,672	8,463,000	502,300,682
Maryland	7,956,058	7,156,671	23	4,265,000	1,061,152	2,047,000	450,483,637
Mississippi	13,269,631	13,294,922	82	2,551,000	2,246,181	10,398,000	246,465,410
North Carolina	17,278,078	22,498,098	100	6,019,000	4,236,290	7,423,000	963,389,421
South Carolina*			46	3,203,000	1,117,680	4,154,000	399,758,129
Tennessee	9,695,700	7,390,000	95	4,651,000	1,835,636	9,850,000	403,302,200
Texas	42,533,068	42,454,100	254	15,280,000	10,135,190	134,692,000	2,750,478,917
Virginia	20,449,435	10,124,467	95	5,491,000	1,643,608	6,339,000	616,392,278
West Virginia	3,039,000	1,804,000	55	1,948,000	217,897	2,264,000	192,907,000
Total	$197,227,804	$182,320,112	1,301	73,726,000	$40,047,430	312,226,000	$9,058,829,125

	Agriculture Cooperative Extension			Agriculture Experiment Station			Total Agriculture as a Percent of Total Appropriation
	Per County	Per Capita	Per Farm Income ($000)	Per Acre	Per Capita	Per Farm Income ($000)	
Alabama	$174,249	$2.96	$ 5.24	$1.33	$2.65	$ 4.68	4.74%
Arkansas	120,787	3.95	2.64	.70	3.93	2.62	9.12
Florida*							7.64
Georgia	144,935	4.06	6.84	.27	4.05	6.83	7.59
Kentucky	142,563	4.67	6.15	1.21	3.69	4.86	7.10
Louisiana	347,903	5.10	12.99	2.57	4.99	12.70	8.77
Maryland	345,916	1.87	7.50	3.50	1.68	6.74	3.35
Mississippi	161,825	5.20	5.91	1.28	5.21	5.92	10.78
North Carolina	172,781	2.87	4.08	3.03	3.74	5.31	4.13
South Carolina*							6.62
Tennessee	102,060	2.08	5.28	.75	1.59	4.03	4.24
Texas	167,453	2.78	4.20	.32	2.78	4.19	3.09
Virginia	215,257	3.72	12.44	1.60	1.84	6.16	4.96
West Virginia	55,255	1.56	13.95	.80	.93	8.28	2.51
Region Average (Weighted)	$151,597	$2.68	$ 4.92	$ .58	$2.47	$ 4.55	5.19%
Region Average (Unweighted)	$179,249	$3.40	$ 7.27	$1.45	$3.09	$ 6.03	6.05%

The distribution of state appropriation between agriculture cooperative extension and agriculture experiment station programs in Florida and South Carolina is not available. The total for the programs in each state is as follows:

Florida: $63,775,136
South Carolina: $26,472,968

SOURCE: "Interstate Comparisons of State Appropriations to Higher Education SREB States 1983-84: CER," Sept., 1984.

CHAPTER V

TUITION AND FINANCIAL ASSISTANCE

The following chapter discusses tuition and financial assistance in Kentucky's public universities. Topics relating to tuition include statutory mandates, the role of the Council on Higher Education, the use of benchmark institutions, tuition and fee policies in other states, as well as a history of tuition costs in Kentucky and a current listing of mandatory fees. The types and sources of financial aid are described in detail and the general impact of these resources on access is discussed.

Tuition in Kentucky's Universities

Tuition Setting Authority

Pursuant to KRS 164.020(3), the Council on Higher Education (Council) shall "determine tuition and approve the minimum qualifications for admission to the public institutions of higher education." While the statute leaves the criteria for setting resident student tuition to the discretion of the Council it outlines criteria to be used by the Council in establishing tuition and fees for non-resident students. These criteria include:

- fees required of Kentucky students by institutions in adjoining states;
- resident fees charged by other states;
- total actual per student cost of training in the institutions for which the fees are being determined;
- ratios of Kentucky students to non-Kentucky students comprising the enrollments of the respective institutions; and
- such other factors as the Council may deem pertinent.

The individual boards of regents or trustees of the eight universities have no statutory authority regarding tuition except for waiver. Pursuant to KRS 164.284(1)(2), the individual boards or other appropriate officials of an institution shall waive all tuition charges and fees for any resident 65 years old or older unless classes are full or granting such waiver requires additional units. Additionally, certain war veterans (KRS 164.480) and the dependents, widows or widowers of certain servicemen or national guardsmen (KRS 164.505) are not required to pay tuition and fees.

Council on Higher Education Tuition Policy

The establishment of tuition by the Council on Higher Education is consistent with three tuition principles adopted by the Council staff:

- the maintenance of tuition levels for Kentucky residents as a reasonable percentage of per capita personal income (PCPI) in order to provide economic access to higher education;

- the use of appropriate benchmarks as points of reference for determining tuition; and

- the equitable and planned movement of present tuition charges toward the objective of a reasonable percentage of Kentucky PCPI.

Under the current law, the Council, as a matter of policy, establishes a higher tuition for non-resident students in the state's public institutions than that charged to Kentucky residents. Non-resident rates are generally three times the resident rate.

Utilization of Benchmark Institutions. In an effort to establish reasonable funding levels for higher education in Kentucky, the Council uses benchmarks consisting of institutions in contiguous and Southern Regional Education Board (SREB) states as points of reference. These institutional benchmarks recognize differences in roles and missions, as well as size and programmatic composition. For the purpose of tuition comparison among institutional benchmarks, Kentucky's universities are categorized as follows:

- Community College System;
- Master's Institutions;
- Doctoral Institutions;
- Medical Schools;
- Dentistry Schools; and
- Law Schools.

The benchmark institutions for each of Kentucky's public higher education institutions, as approved by the Council on July 16, 1977 and revised on July 18, 1979, are contained in Tables 28, 29, 30 and 31.

TABLE 28

RESIDENT UNDERGRADUATE TUITION
AS PERCENT OF PER CAPITA PERSONAL INCOME
DOCTORAL INSTITUTIONS

Doctoral Benchmark Institutions	1980 Percent		1982 Percent
University of Cincinnati	12		16
Ohio State	11		14
Indiana University	11		13
Purdue	11		13
University of Toledo	11		13
University of Akron	11		13
Georgia State	4		13
University of Virginia	11		12
Virginia Polytechnic Institute	10	Median 12%	12
Virginia Commonwealth	12		12
University of Illinois	10		11
University of Missouri (Kansas City)	10		11
University of Missouri (Columbia)	9		11
University of Tennessee	8		10
West Virginia University	6		10
University of North Carolina	8		8
North Carolina State	8		8
University of Houston	9		9

SOURCE: Council on Higher Education.

TABLE 29

RESIDENT UNDERGRADUATE TUITION
AS PERCENT OF PER CAPITA PERSONAL INCOME
MASTER'S INSTITUTIONS

Master's Benchmark Institutions	1980 Percent		1982 Percent
Miami	14		20
Ohio University	13		16
Kent State	12		16
Central State	9		15
Wright State	11		14
Cleveland State	11		14
Indiana State	11		13
Ball State	11		13
Radford	11		11
Old Dominion	10		10
Illinois State	8		9
East Illinois	8		9
West Illinois	8	Median 9%	9
West Carolina	8		9
Austin Peay	7		9
East Tennessee State	7		9
Memphis State	7		9
Middle Tennessee State	7		9
Tennessee Tech	7		9
Appalachian State	7		8
East Carolina	7		7
Marshall	5		7
Southwest Missouri State	5		6
Southeast Missouri State	4		5
Northwest Missouri State	6		4
Northwest Missouri State	4		3
Master's	7		8

SOURCE: Council on Higher Education.

TABLE 30

RESIDENT UNDERGRADUATE TUITION
AS PERCENT OF PER CAPITA PERSONAL INCOME
COMMUNITY COLLEGE SYSTEM

Community College System Benchmark Institutions	1980 Percent		1982 Percent
Shawnee State (OH)	4		12
Vincennes	9		10
Sinclair	7		9
Cleveland State	4		7
Jackson State	4		7
Dyersburg State	4		7
Columbia State	4		7
Parkersburg	4	Median 6%	6
Virginia Systems	4		6
Three Rivers	4		5
Mineral Area	2		4
Rend Lake	3		3
Southeastern	3		3
Isothermal	2		2
Rockingham	2		2
Wabash Valley	2		2
Ky. Community College System	5		4

SOURCE: Council on Higher Education.

TABLE 31

RESIDENT TUITION
AS PERCENT OF PER CAPITAL PERSONAL INCOME
PROFESSIONAL SCHOOLS

Professional Schools Benchmark Institutions	1982 Percent	
Medicine:		
University of Tennessee Health Science Center	40	
University of Virginia (Charlottesville)	36	
Ohio State	34	
University of Missouri (Kansas City)	34	Median 34%
Indiana University (Indianapolis)	30	
University of Illionois (Urbana)	25	
West Virginia University	17	
Kentucky Institutions	27	
Dentistry:		
University of Missouri (Kansas City)	36	
Virginia Commonwealth	34	
University of Tennessee Health Science Center	29	
Ohio State	28	
Indiana University (Indianapolis)	28	Median 28%
West Virginia University	17	
Southern Illinois (Edwardsville)	10	
Kentucky Institutions	24	
Law:		
Ohio State	20	
University of Virginia (Charlottesville)	19	
Indiana University (Indianapolis)	17	
University of Missouri (Kansas City)	15	Median 15%
University of Illinois (Urbana)	13	
University of Tennessee (Knoxville)	12	
West Virginia University	10	
Kentucky Institutions	14	

SOURCE: Council on Higher Education.

Tuition Setting. Prior to 1981 the standard in setting Kentucky tuition rates was the median tuition of the appropriate benchmark institutions. Tuition rates were reviewed and revised on an irregular basis, usually in response to changing financial conditions.

Tuition rates approved in 1981, however, for the 1982-83 and the 1983-84 academic years utilized a new methodology which looked at resident undergraduate tuition for the benchmark institutions as a percentage of per capita personal income in their respective states.

The Council's survey of benchmark institution tuition and respective state PCPI indicated that Kentucky's tuition objectives for the 1984-86 biennium should be:

Resident Undergraduate	
Community College System	6% of PCPI
Master's Institutions	9% of PCPI
Doctoral Institutions	12% of PCPI
Resident Graduate	110% of Undergraduate
Resident Professional Schools	
Medicine	34% of PCPI
Dentistry	28% of PCPI
Law	15% of PCPI
Non-resident (all levels)	300% of Resident

Two factors led the Council to reduce slightly some of these percentages:

- appropriation reduction for benchmark institutions; and
- the recommendations from an outside consulting firm, MGT of America, Inc., review of Kentucky professional schools.

A majority of the benchmark institutions used by Kentucky experienced reductions in state appropriations during the biennium, while Kentucky did not. For example, Ohio raised tuition 20% after experiencing a 27% cut in appropriations.

The 1983 review of Kentucky's professional schools by MGT of America, Inc., the consulting firm, recommended that the state increase non-resident law tuition to a projected full cost and expand non-resident law enrollments. Given these factors, the 1984-86 tuition objectives recommended by the Council were as follows:

Resident Undergraduate	
Community College System	5% of PCPI
Master's Institutions	8.5% of PCPI
Doctoral Institutions	11% of PCPI
Resident Graduate	110% of Undergraduate
Resident Professional Schools	
Medicine	34% of PCPI
Dentistry	28% of PCPI
Law	15% of PCPI

Non-resident (all levels except Law, Medicine & Dentistry))	300% of Resident
Law	310% of Resident
Medicine	250% of Resident
Dentistry	250% of Resident

Tuition and Fee Policies in Other States

Using the "benchmark" approach, the Kentucky Council on Higher Education establishes tuition as the median percentage of the PCPI of the benchmark states for each type of institution and professional school. However, tuition setting procedures vary considerably from state to state. One alternative method is to use the median of the actual tuition of comparable institutions in other states. Another method of establishing tuition is by relating charges to changes in actual costs or to certain changes in percentages of state appropriations. For example, the general policy in South Carolina for setting tuition levels is on an "incremental pricing basis," a method of tuition determination primarily involving adjustments made to offset lower than expected state appropriations, enrollment changes, inflationary factors, traditional practices, and other factors deemed appropriate.

Whereas Kentucky uses a statewide coordinating board to set required tuition, other states use statewide governing boards, institutional governing boards, and, in some cases, the state legislature to establish tuition. Table 32 summarizes tuition policy in the fourteen SREB states. The schedule was developed by the South Carolina Commission on Higher Education.

In six SREB states there is no single agency or organization that sets required tuition and fees. In five of the states the respective institutional governing boards establish tuition. Eight SREB states have a single agency responsible for setting tuition; however, most of these are statewide governing boards. Tennessee operates under a "two-tier system." The State University and Community College System Board of Regents sets fees for six universities, ten community colleges, and four technical institutions. The University of Tennessee Board of Trustees sets fees for three universities, a medical school, and a school of veterinary medicine. In Texas, the state legislature sets tuition and fees for all public higher education.

TABLE 32

SURVEY OF TUITION AND REQUIRED FEE POLICY IN THE SREB STATES

SURVEY QUESTIONS	Ala.	Ark.	Florida	Georgia	Kentucky	La.	Md.	Ms.	North Carolina	SOUTH CAROLINA	Tenn.	Tx.	Va.	West Va.
1. Is there a single agency and/or organization in the State that sets Tuition and Required Fees?	NO	NO	YES	YES	YES	YES	NO	YES	YES	NO	NO	YES	NO	YES
1b. If so, what agency has that responsibility?	I.C.B.	I.C.B.	C.B.	C.B.	C.B.	C.B.[1]	I.C.B.	C.B.	C.B.	I.C.B.	-	S.L.	I.C.B.	C.B.
2. Are there any plans to change the present policy?	NO	NO	NO	NO	NO	NO	NO	NO	NO	-	NO	NO	NO	NO
3. Is there a specific amount or proportion of student fees designated for E & G Operations?	YES	YES	YES		YES	NO	YES	YES	YES	YES	YES	YES	YES	NO
3b. If so, what is the amount or percentage?	100% Tuition	Varies	70-100% Tuition		100% Tuition	N.A.	100% Tuition	100% Tuition	100% Tuition	Varies	100% Tuition	N.A.	100% Tuition	N.A.
3c. Does this differ by type of institution?	YES	YES	YES		YES	NO	YES		YES	-	YES	N.A.	YES	N.A.
4. To what extent have student fees escalated in your state over the past five years?	65-70%	89%	20% Last Year		70%	45%	64%	62%	35-40% Range	85%	77%		34-300% Range	50-26[illegible] Range
5. Have there been any studies conducted regarding the question of who should bear the cost of education?	Yes, For Formula	Yes, For Formula	YES	YES	YES 82-83 Tuition Rates	YES	YES	NO	NO	YES	YES	NO	YES	NO
6. If so, what portion of the costs (%) should the students bear?	20%	25-30%	Suggested 25-30% Currently 15-25%	Sugg. 25% Max.	20-25%[2]	25%	Sugg. 30% Max.	30%[2]		17-22%	30-35%	15%	35% of Instruction -17.5% of E&G	N.A.

I.C.B. - Institutional Governing Board
C.B. - Governing Board (Statewide)
C.B. - Coordinating Board (Statewide)
S.L. - State Legislature
N.A. - Not Applicable

[1]Makes recommendations for tuition and fees.
[2]Changes annually.

Source: South Carolina Commission on Higher Education

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Tuition Changes at Kentucky's Public Universities

Over the 17-year period from the 1968-69 school year to the 1985-86 school year, tuition at Kentucky's doctoral and master's institutions has been increased 10 times. Tuition at the Community Colleges has been increased 6 times. Table 33 shows those increases in dollars as well as the percent change for each year during this period. Tuition has increased at the Doctoral Institutions from $280 in 1968 to $1,144 (309%) in 1985. During the same period Community Colleges' tuition increased from $280 to $520 (86%) and Master's Institutions tuition increased from $240 to $884 (268%).

TABLE 33

UNDERGRADUATE RESIDENT TUITION RATES
AT KENTUCKY INSTITUTONS
AND PERCENT CHANGES

	Doctoral Institutions*		Community College System		Master's Institutions	
	Tuition	Percent Change	Tuition	Percent Change	Tuition	Percent Change
1968	$ 280	-0-	$280	-0-	$240	-0-
1969	280	-0-	280	-0-	240	-0-
1970	330	17.9	300	7.1	300	-0-
1971	330	-0-	300	-0-	300	-0-
1972	405	22.7	345	15.0	360	20.0
1973	480	18.5	390	13.0	420	16.7
1974	480	-0-	390	-0-	420	-0-
1975	480	-0-	390	-0-	420	-0-
1976	480	-0-	390	-0-	420	-0-
1977	550	14.6	390	-0-	480	14.3
1978	550	-0-	390	-0-	480	-0-
1979	550	-0-	390	-0-	480	-0-
1980	650	18.2	390	-0-	540	12.5
1981	706	8.6	390	-0-	586	8.5
1982	812	15.0	390	-0-	674	15.0
1983	934	15.0	414	6.2	776	15.1
1984	1,040	11.3	468	13.0	830	7.0
1985	1,144	9.6	520	11.1	884	6.5

*University of Louisville tuition rates are not applicable prior to 1977, the year in which the reduction from private school rates to rates comparable to UK was first achieved.

SOURCE: CHE Recommendations for operating support and Capital Construction.

Table 34 shows the tuitions at the various levels of institutions as a percentage of per capita personal income (PCPI) from 1968 to 1985. During this period tuition at the doctoral institutions ranged from as high as 12% of PCPI in 1973 to as low as 7.8% in 1979. Since 1979 this percentage has increased each year and is projected to be 11% in 1985-86.

The master's institutions have followed a similar progression. Tuition as a percentage of PCPI ranged from a high of 10.5% in 1973 to a low of 6.8% in 1979. Since 1979 that rate has slowly climbed each year to a projected 8.5% in 1985-86. Unlike the doctoral and master's institutions, the community colleges have shown a rather steady and consistent decline in tuition as a percentage of PCPI. Only in 1984 and 1985 has this percentage increased. Tuition was 10.7% of PCPI in 1968 and declined or remained constant each year until its low of 4.4% in 1982-83 and 1983-84. The rate is projected to be 5.0% for 1985-86.

TABLE 34

UNDERGRADUATE RESIDENT TUITION AT KENTUCKY INSTITUTIONS
AS A PERCENT OF STATE PER CAPITA PERSONAL INCOME

	Doctoral Institutions*	Community College System	Master's Institutions	Per Capita Personal Income
1968	10.7	10.7	9.2	$ 2,616
1969	9.7	9.7	8.3	2,878
1970	10.6	9.7	9.7	3,096
1971	10.1	9.1	9.1	3,282
1972	11.3	9.6	10.0	3,586
1973	12.0	9.8	10.5	3,997
1974	10.7	8.7	9.4	4,473
1975	10.1	8.2	8.8	4,757
1976	9.1	7.4	8.0	5,264
1977	9.5	6.8	8.3	5,770
1978	8.7	6.2	7.6	6,341
1979	7.8	5.5	6.8	7,119
1980	8.5	5.1	7.1	7,648
1981	8.4	4.6	7.0	8,567
1982	9.1	4.4	7.5	8,934
1983**	10.0	4.4	8.3	9,328
1984**	10.5	4.7	8.4	9,867
1985**	11.0	5.0	8.5	10,406

*University of Louisville rates are not comparable prior to its alignment with state system.
**Projected

SOURCE: Council on Higher Education

Fees

Mandatory fees are those charges assessed for each student regardless of degree level or degree program. Mandatory fees do not include specialty fees assessed a student in a particular program, such as music or nursing, or other fees unique to a given situation (e.g., late registration). All eight universities assess full-time student activity fees. Additional mandatory fees are assessed by some institutions for health services, buildings and athletics. Prior to July, 1982, the Council limited institutions to $20 in student fees. On July 8, 1982, the Council eliminated the ceiling on student fees and institutions assumed responsibility for setting mandatory student fees. Student representatives and Council members at the July, 1982 meeting expressed concern that, without the limitation, institutions might raise student fees to an inappropriate amount. Subsequently, the Financial Affairs Committee requested that mandatory fees assessed by Kentucky institutions be periodically reported to them and the full Council. Table 35 illustrates the amount and breakdown of mandatory fees at each university for the 1984-85 school year. Table 36 lists fees and other actual costs of attending each university.

TABLE 35

MANDATORY TUITION AND FEES PER SEMESTER
FULL-TIME UNDERGRADUATE RESIDENTS
1984-1985

	BASIC REGISTRATION/ TUITION[a]	TOTAL EXTRA FEES	FEE DISTRIBUTION [b] HEALTH FEE	STUDENT SERVICES	ATHLETIC FEE	TOTAL TUITION AND MANDATORY FEES
U.K.[c]	$520.00	$42.25	$25.00	$22.00 (Student Center) $ 1.00 (Student Govt. Assoc.)	$12.25	$562.25
U.L.[d]	$520.00	$47.50 (Includes $15 building fee)	Optional	$32.50	Optional	$567.50
Western	$415.00	$35.00	$10.00	$10.00	$15.00	$450.00
Eastern[c]	$415.00	$35.00	$ 3.00	$18.25	$25.00	$450.00
Murray	$415.00	$30.00	$10.00 (Optional)	$15.00	$15.00	$445.00
Northern[e]	$415.00	$30.00	------	------	------	$445.00
Morehead	$415.00	$40.00	$10.00	$15.00	$15.00	$455.00
Kentucky State[f]	$415.00	$52.00	$27.00	------	------	$467.00

[a] Tuition set by Council on Higher Education.
[b] In some cases fee distribution exceeds total extra fees; difference is made up from basic tuition.
[c] U.K. and Eastern use part of the basic tuition money to cover other services.
[d] U.L. offers health services for a per-visit price. U.L. sells students tickets for athletic events at a reduced rate.
[e] Northern does not break down a percent of student fees into different categories.
[f] First semester $25 fees go entirely to Student Government. Second semester $25 fees go entirely to Athletics.

SOURCE: Universities.
1003K

TABLE 36

ESTIMATED COSTS FOR THE 1984-85 ACADEMIC YEAR
FOR UNDERGRADUATE EDUCATION IN KENTUCKY

	U. K.		U. L.		WESTERN		EASTERN		MURRAY		NORTHERN		MOREHEAD		KENTUCKY STAT	
	In State	Out of State	In State	Out of State	In State	Out of State	In State	Out of State	In State	Out of State	In State	Out of State	In State	Out of State	In State	Out of State
Tuition/fees	$1,124	$3,202	$1,135*	$3,213	$ 900	$2,560	$ 900	$2,560	$ 890	$2,550	$ 890	$2,550	$ 910	$2,570*	$ 880	$2,540
Room/board	2,500	2,500	2,040*	2,040	2,250*	2,250*	1,986	1,986	1,690	1,690	1,100*	1,100	2,000	2,040*	1,859	1,958
Books/Supplies	250	250	300	300	250	250	230	230	270	270	250	250	250	250	400	400
Personal	550	650	660	660	450	450	500	500	600	600	500	500	550	550	600	600
Transportation			240	240	150	190	100	200	350	440	700	700	100	100	200	200
Other																
Total	$4,424	$6,602	$4,375	$6,453	$4,000	$5,700	$3,716	$5,476	$3,800	$5,550	$3,440	$5,100	$3,850*	$5,510*	$3,938	$5,598
Explanations			*May change w/o notice.		*Could be $100-600 less depending on available meal plans						*Dependent commuter (single) student		*Cost est.			
FEES:	$42.25 extra fees per sem. ($25-health $22-student center $ 1-Student Govt. Assoc. $12.25-sports)		$47.50 extra fees per sem. ($32.50-gen. activity $15-building)		$35 activity fee per sem. ($10-health $10-student service $15-sports)		$35 activity fee per sem. ($25-sports $10-student service)		$30 activity fee per sem.		$30 activity fee per sem.		$40 activity fee per sem. ($15-sports $15-student service $10-health)		$25 activity fee per sem.	

SOURCE: "Getting In: Financial Aid and Admission Facts for Kentucky Institutions," 1985, (KHEAA).

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Student Financial Assistance Programs

Financial aid is available in several forms:

- Grants—gifts of money offered to an individual on the basis of financial need which usually do not have to be repaid;
- Scholarships—non-repayable gifts of money awarded generally on the basis of a combination of superior ability and financial need, but sometimes on the basis of ability alone;
- Loans—money borrowed, usually at low interest rates, which is generally repayable after the borrower has completed his or her education; and
- Work-Study—jobs which are funded through a financial aid program to provide an individual work opportunities on or off campus, with earnings applied toward the cost of attending school.

The sources of financial aid include: federal government programs established to provide campus-based aid; institutional-independent aid and professionally-based aid; state aid through programs established to provide grants; guaranteed student loans; work-study and tuition assistance; institutional aid through scholarships, grants, loans or work programs funded from endowments to and/or the operational budgets of individual institutions; community aid through special scholarships from businesses and/or individuals; and private funds.

Impact of Financial Assistance On Access to Higher Education

Many researchers have attempted to measure the effect that educational costs and state and federal financial assistance have had on a person's access to, and choice in, higher education. Early studies by Campbell and Siegel, in 1967, Hoenack in 1971, and Corazzini in 1972, made predictions concerning the effect specified changes in price or grants would have on choice and access. In a 1981 study, Kehoe stated that "Student choice . . . transcends the notion of a linear demand equation" because of the tremendous complexity of the options available and the varying pressures and characteristics affecting a particular student's choice. However, many studies conclude that financial aid variables do have an important impact on college choice.

Persons associated with Kentucky Higher Education Assistance Authority programs at the state and institutional levels feel that state grants make a difference in access to and choice of higher education institutions for Kentucky students. In *The Kentucky Grant Study: The Effect of State Grants on Access and Choice in Higher Education,* Dr. David William Forman considered the question of whether the Kentucky State Grant Program directly removes financial barriers which might keep students from attending college or realizing their college choice. The overall conclusion of this study was that the Kentucky State Grant Program is promoting access to higher education and choice among higher education institutions in Kentucky. Some of the specific findings of this study were:

- awards of state grants and attendance at higher education institutions are related. Students denied Kentucky grants are less likely to attend postsecondary education institutions than those awarded grants.

- awards of state grants and the type of institution attended are related. More of the awarded students, in terms of percentages, attended private colleges than public ones.

- students denied state grants are less able to attend college full time than those awarded grants.

- students denied state grants are less likely to attend their first choice institution than those awarded grants.

- guaranteed student loans were more apt to be used by private school students awarded grants and public school students denied grants, than by public school students awarded grants. Therefore, these loans do appear to fill a gap in the realization of choice of school and in providing increased access.

- denied subjects are more likely to be in the lowest and highest income categories.

All of Kentucky's public universities offer various types and amounts of student financial assistance. The following discussion outlines the various state, institutional and federal student assistance programs. Following this discussion is specific financial information on the amounts of awards and numbers of students involved in the various programs in Kentucky.

Types and Sources of Financial Aid

The Commonwealth of Kentucky has established a dual mechanism for meeting the financial needs of students attending post-secondary educational institutions. The Kentucky Higher Education Assistance Authority (KHEAA) provides financial assistance to Kentucky students attending post-secondary institutions through grants, loans and work-study programs, and the Kentucky Higher Education Student Loan Corporation (KHESLC) provides financing in support of KHEAA's financial aid mission. In addition to these two mechanisms, other statutory programs are funded by state dollars and administered by KHEAA or other state agencies.

Kentucky Student Loan Corporation

The Kentucky Higher Education Student Loan Corporation (KHESLC) was established by the 1978 Kentucky General Assembly (KRS 164A.050) to:

> perform essential governmental and public functions and purposes in improving and otherwise promoting the educational opportunities of the citizens and inhabitants of the Commonwealth of Kentucky and other qualified students by a program of financing, making and purchasing of insured student loans.

The Student Loan Corporation is financed through the sale of revenue bonds. The corporation's bonding authority (authorized under KRS 164A.080) was set at $30 million in 1978. The level was raised to $150 million in 1980, $400 million in 1982, and $553 million by the 1984 General Assembly.

The Student Loan Corporation administers two programs:

- a Loan Purchase program, under which the proceeds of bond sales are used to purchase Guaranteed Student Loans held by commercial lenders, and
- a Direct Loan program, under which the proceeds of bond sales are used to make guaranteed loans to Kentucky residents attending eligible institutions, if they are unable to obtain a loan from a private lender.

The corporation's loan purchase program is intended as an incentive for commercial lenders to participate in the state's Guaranteed Student Loan Program by relieving lenders from the long-term responsibility of holding and servicing the loans. During fiscal year 1983, 45,422 loans, valued at $59,727,376, were purchased from 249 Kentucky lenders.

Proceeds of the corporation's bond sales are also available to make direct loans to eligible Kentucky students who are not able to obtain guaranteed loans from private lenders. In fiscal year 1983 the Corporation disbursed $2,989,174 to 1,243 eligible students.

Kentucky Higher Education Assistance Authority

The Kentucky Higher Education Assistance Authority (KHEAA) was created in 1966 by the General Assembly for the purpose of improving "the higher educational opportunities of persons who are attending or planning to attend eligible institutions." KHEAA offers financial assistance to Kentucky students through grants to needy students and through guaranteed loans to students and to parents. In addition, KHEAA administers a Commonwealth Work-Study Program, participates in various activities to announce the availability of aid, funds an Educational Information Center, publishes "Getting In" (a comprehensive financial aid information booklet for high school seniors), and funds training of Financial Aid Counselors.

KHEAA is governed by a Board of Directors made up of seven voting members appointed by the Governor, plus the Executive Director of the Council on Higher Education and the Secretary of the Department of Finance, as non-voting, ex officio members. The Board of Directors adopts all rules and regulations governing the Authority.

State grants are provided by KHEAA through two programs funded by the state to Kentucky residents who demonstrate financial need and who enroll full time in non-religious degree programs at eligible Kentucky institutions. These grant programs are the State Student Incentive Grant Program (SSIG) and the Kentucky Tuition Grant Program (KTG). For the academic year 1984-85, the SSIG maximum is $400 and the KTG maximum is $1000.

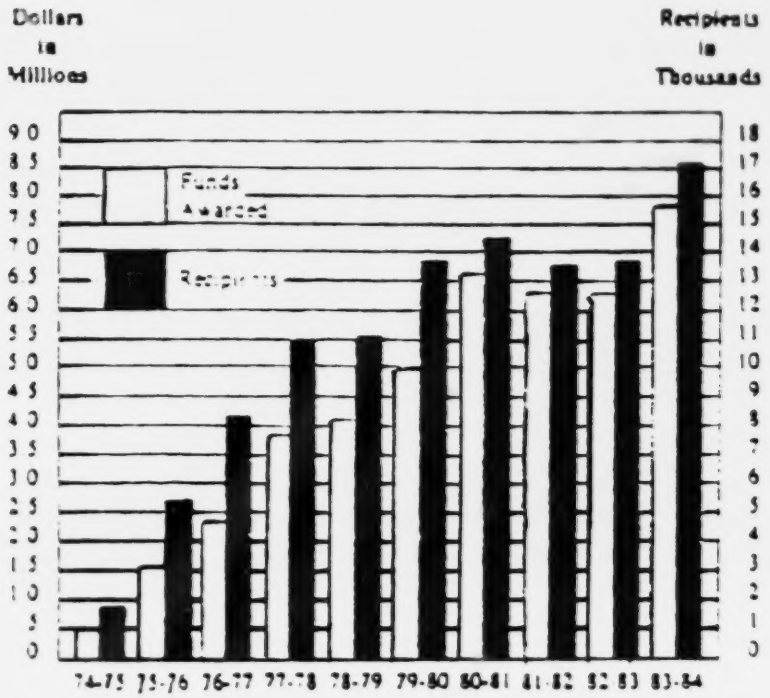
The Kentucky Tuition Grant Program was authorized by the General Assembly in 1972. The program, established under KRS 164.780, provides for financial assistance to

students attending private schools. The SSIG program was established in 1974, when the General Assembly passed comprehensive legislation authorizing grants to students at public and private post-secondary institutions, as well as other forms of financial assistance. The SSIG program is funded with federal and state funds. The United States Department of Education awards annual allotments to states based on the size of the state's post-secondary enrollments. The first actual state appropriations for the SSIG program and the KTG program were made by the 1976 General Assembly.

Figure 9 shows the number of state grant recipients and the dollar amount of funds awarded from academic year 1974-75 through 1982-83. Numbers of recipients range from 1,712 in 1974-75 to 17,189 in 1983-84. Dollars awarded range from $542,575 in 1974-75 to $7,886,631 in 1983-84.

FIGURE 9

SSIG AND KTG
GRANT PROGRAM
AWARD HISTORY
By Academic Year



Grant Eligibility. There are nine eligibility requirements for a student to qualify for a KHEAA grant (either KTG or SSIG): United States citizenship; Kentucky residency classification, in accordance with the Council on Higher Education's residency policy for student fee assessment; demonstrated financial need, based on a completed Kentucky Financial Aid Form for the academic period for which aid is sought; enrollment in an

undergraduate degree program with no previous bachelor's degree from any institution; full-time enrollment in a program at least two years in length which leads to an associate or bachelor's degree in a non-religious course of study; a maximum duration of eligibility of up to four semesters for a student enrolled in a two-year institution and up to eight semesters for a student enrolled in a four-year institution; satisfactory academic progress; no unpaid financial obligation to KHEAA programs or to any other Title IV program; and compliance with selective service registration requirements.

To apply for Kentucky grants, Kentucky resident students must first file a needs analysis document through the College Scholarship Service, pay an additional fee of $2.50 for a report to the state agency, and designate an eligible Kentucky institution as a recipient of the needs analysis report. In addition, students who are eligible must also apply for the federal Pell Grant before receiving the second semester disbursement of their state grant.

Kentucky grant applicants are considered first for SSIG eligibility funds. Students attending private schools are then evaluated to determine eligibility for an award from the entirely state funded KTG program. From information supplied by applicants filing the Kentucky Financial Aid Form, a Total Expected Family Contribution (TEFC) is calculated.

SSIG PARENTAL CONTRIBUTION LIMITS

Total Expected Family Contribution (TEFC)	Full Year Amount	One Semester Amount
Negative to $400	$400	$200
$401 to $800	300	150
$801/above	0	0

The Tuition Grant program award process determines the remaining need by subtracting the sum of the Total Expected Family Contribution (TEFC), the expected Pell Grant, and any SSIG award from the cost of education at the specific private institution, using the sum of tuition and fees, and low room and high board rate as the cost of education. The KTG program maximum is $1000 per year; however, the minimum which can be awarded each year is $50 to a SSIG recipient, and $200 to a non-SSIG recipient. The total state grant, whether a combination of the SSIG and KTG programs, or either separately, may not exceed the student's costs for tuition and fees.

Table 37 divides State Student Incentive Grant (SSIG) recipients by eight income categories and lists the number of students receiving grants and the total dollar amount of their grants for the academic years 1979-80 through 1983-84.

Table 38 divides Kentucky Tuition Grant (KTG) recipients by eight income categories and lists the number of recipients and the total dollar amount of other grants for the academic years 1979-80 through 1983-84.

TABLE 37

INCOME LEVEL OF RECIPIENTS
AND NUMBER AND AMOUNT OF AWARDS FOR
STATE STUDENT INCENTIVE GRANTS (SSIG)
FY 1979-80 to FY 1983-84

INCOME LEVEL OF RECIPIENT		1979-80	1980-81	1981-82	1982-83	1983-84
-0-	Number:	851	1,076	1,015	1,244	1,798
	Amount:	$221,337.93	$284,341.30	$266,144.51	$332,933.77	$466,394.85
$1-2,999	Number:	1,564	1,700	1,290	1,361	1,826
	Amount:	388,916.17	439,813.50	328,067.93	350,819.73	460,200.36
$3,000-5,999	Number:	1,585	1,477	1,167	1,166	1,506
	Amount:	418,141.10	407,169.96	319,453.25	318,423.98	398,478.30
$6,000-8,999	Number:	2,043	1,680	1,358	1,380	1,683
	Amount:	547,154.42	456,718.87	371,950.56	379,177.84	452,038.35
$9,000-11,999	Number:	2,074	1,834	1,437	1,579	1,818
	Amount:	530,219.99	490,428.83	392,233.48	431,721.48	489,297.97
$12,000-15,999	Number:	1,790	1,701	1,510	1,476	1,799
	Amount:	422,137.74	432,928.89	401,802.46	394,309.65	473,083.32
$16,000-19,999	Number:	1,872	2,270	2,221	2,167	2,391
	Amount:	409,642.40	533,220.83	553,706.54	524,926.30	577,920.23
$20,000-OVER	Number:	736	1,459	2,278	2,022	2,448
	Amount:	146,930.00	303,088.45	499,668.34	429,778.07	516,991.20
GRAND TOTAL	Number:	12,515	13,197	12,276	12,395	15,269
	Amount:	$3,084,479.75	$3,347,710.63	$3,133,027.07	$3,162,090.82	$3,834,404.58

SOURCE: KHEAA.
1033K

TABLE 38

INCOME LEVEL OF RECIPIENTS AND NUMBER AND AMOUNT OF AWARDS
KENTUCKY TUITION GRANT (KTG) PROGRAM
FY 1979-80 TO FY 1983-84

INCOME LEVEL OF RECIPIENT	1979-80		1980-81		1981-82		1982-83		1983-84	
	PERCENT OF TOTAL RECIPIENTS	AMOUNT OF AVERAGE AWARD	PERCENT OF TOTAL RECIPIENTS	AMOUNT OF AVERAGE AWARD	PERCENT OF TOTAL RECIPIENTS	AMOUNT OF AVERAGE AWARD	PERCENT OF TOTAL RECIPIENTS	AMOUNT OF AVERAGE AWARD	PERCENT OF TOTAL RECIPIENTS	AMOUNT OF AVERAGE AWARD
-0-	3%	$493	4%	$789	4%	$769	5%	$780	6%	$751
$1-2,999	10%	479	10%	743	8%	755	8%	759	8%	763
$3,000-5,999	10%	505	10%	778	9%	761	8%	758	9%	756
$6,000-8,999	10%	517	9%	786	9%	793	8%	774	7%	781
$9,000-11,999	11%	516	10%	801	8%	791	9%	794	8%	785
$12,000-15,999	12%	515	10%	809	10%	800	9%	816	8%	806
$16,000-19,999	18%	514	16%	797	14%	800	14%	800	12%	783
$20,000-OVER	26%	513	32%	792	38%	801	40%	801	41%	788
AVERAGE		**$510**		**$788**		**$791**		**$792**		**$781**

SOURCE: KHEAA
1182K

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Table 39 lists the number of students who applied and satisfied the eligibility requirements for SSIG and KTG grants but did not receive awards because the funds had been exhausted. Additionally, the total dollar amount for which those students were eligible is listed. It covers the academic years 1979-80 through 1983-84.

TABLE 39

NUMBER OF STUDENTS SATISFYING STATE
GRANT FINANCIAL NEED ELIGIBILITY REQUIREMENTS
BUT DENIED GRANTS BECAUSE OF EXHAUSTED FUNDS

	SSIG		KTG	
	Eligible Students Denied	Dollars Which Denied Students Were Eligible	Eligible Students Denied	Dollars Which Denied Students Were Eligible
1979-80	2,285	$ 555,950	$ 720	$ 362,094
1980-81	4,193	1,099,100	1,033	838,639
1981-82	6,468	1,820,975	1,268	1,057,603
1982-83	2,616	740,300	863	916,226
1983-84	1,573	441,850	375	311,179

SOURCE: KHEAA

Work-Study. KHEAA implemented the Commonwealth Work-Study Program (CWSP) in May, 1984. The concept of this program is to allow students to pay all or most of their postsecondary school expenses by working for predominantly private sector employers in jobs directly related to their fields of study. Wages are at the prevailing rate for that position, with KHEAA reimbursing the employers for a portion of the students' wages. For the quarter ending September 30, 1984, 163 students were employed through the Commonwealth Work Study Program, earning $97,360.20.

Student Loans. KHEAA operates a Guaranteed Student Loan Program (GSLP) under which the Authority insures loans for one hundred percent of the principal loan amount for eligible Kentucky students. Under the GSLP, students borrow directly from participating commercial lending institutions. The interest rates are 7, 8, or 9%, depending upon the date the student first borrows under the program. Repayment begins six months or nine months after a student leaves school, depending upon the applicable interest rate.

Eligibility for a loan requires the student to be enrolled or accepted for enrollment on at least a half-time basis at an eligible postsecondary educational institution. Consideration for a loan is based on documented financial need. Students whose family income is

under $30,000 are automatically eligible. Undergraduate students may borrow $2,500 annually, up to a total of $12,000. Graduate students may borrow up to $5,000 annually and are limited to a total of $25,000, including money borrowed during their undergraduate studies.

Table 40 shows the number and dollar value of student loans insured by the Kentucky Higher Education Assistance Authority (KHEAA) and gives a breakdown of these figures by type of institution. In Fiscal Year 1984, 16,153 (53%) of the loans went to students attending public 4-year institutions. Ten percent of the loans went to students attending private 4-year institutions, 5.7% went to students attending public 2-year institutions, 1.6% went to students attending private 2-year institutions. Approximately 18.4% of the loans went to students attending private proprietary institutions. The percentages for the dollar distribution are very similar to the distribution of the loans.

TABLE 40

DISTRIBUTION OF KENTUCKY GUARANTEED STUDENT LOANS
BY TYPES OF INSTITUTIONS
Fiscal Year 1984

	Number of Loans	%	Amount of Loans	%
Kentucky				
Public 4-year	15,153	53.0	$32,732,598	52.1
Private 4-year	3,019	10.0	$ 5,857,157	9.3
Public 2-year	1,750	5.7	$ 2,842,424	4.5
Private 2-year	485	1.6	$ 875,896	1.4
Private Proprietary	4,087	13.4	$ 8,292,196	13.2
Vocational Tech	1,109	3.6	$ 2,195,306	3.5
Others	9	.0	$ 2,195,306	.0
Out-of-State	3,888	12.7	$10,075,201	16.0
Totals	30,500	100.0	$62,886,672	100.0

SOURCE: KHEAA

PLUS Loans. The 1982 General Assembly authorized KHEAA to insure PLUS loans for eligible borrowers. This program is designed for parents of dependent undergraduate students, graduate and professional students, and independent

undergraduate students, to provide an alternative funding source to assist borrowers in meeting postsecondary education costs. Consideration for PLUS loans is based on an individual student's cost of education and estimated financial assistance.

The interest rate on PLUS loans is currently twelve percent. Unlike other loan programs administered by KHEAA, the repayment of a PLUS loan begins at the time of the loan disbursement. As a result there is no federal interest subsidy on PLUS loans. Borrowers are eligible to receive a deferment of principal payments, but interest accrues during periods of deferment. Unlike the GSLP, there are no income ceilings for the borrower or student. During Fiscal Year 1984, 257 loans for parent borrowers, totaling $611,291, and 148 loans for student borrowers, totaling $364,869, were guaranteed.

Institutional Financial Assistance

Financial assistance is also available from the individual institutions. The sources of these funds can be divided into two groups. The first consists of funds available through privately sponsored grants and scholarships. The second group consists of various types of assistance that are drawn from the universities' general operating funds. Tables 41 and 42 provide a breakdown of this assistance for Kentucky's public universities. Some of the institutional assistance programs supported through university operating funds are mandated by statute. These include:

- KRS 164.284, which provides for an exemption from tuition and fees for any Kentucky resident 65 years of age or older attending a state-supported institution of higher education;

- KRS 164.505, which provides for an exemption from matriculation or tuition fees for dependents, widows or widowers of Kentucky resident servicemen or national guardsmen killed while in service or having died as the result of a service-connected disability. The surviving eligible student must be enrolled in a state-supported university, junior college or vocational training institution;

- KRS 164.515, which provides for an exemption from matriculation or tuition fees for the spouse or child of a permanently disabled national guardsman, war veteran, prisoner of war or person missing in action when said spouse or child is enrolled in a state-supported higher education or vocational training institution;

- KRS 164.480, which provides a scholarship for tuition, matriculations, fees, room rent, fuel, and lights for Kentucky war veterans enrolled in state-supported higher education institutions.

TABLE 41

NUMBER OF AWARDS AND TOTAL AMOUNTS OF
FOUNDATION OR PRIVATELY SPONSORED
GRANTS AND SCHOLARSHIPS BY UNIVERSITY
FY 1983-1984

TYPE OF AWARD		EASTERN	KY. STATE	MOREHEAD	MURRAY	NORTHERN	U.K.	U.L.*	WESTERN	TOTAL
Academic	Amount:	$84,363	74,854	40,742	137,727	16,073	648,875	489,537	277,362	$1,120,658
	Awards:	85	63	89	267	NA				
Athletic								527,037		$527,037
								NA		
*Total awards = 1,400										
TOTAL		$84,363	$74,854	$40,742	$137,727	$16,073	648,875	1,016,574	$277,362	$1,647,695

1045K

TABLE 42

NUMBER OF AWARDS AND TOTAL AMOUNTS OF
INSTITUTIONAL GRANTS AND SCHOLARSHIPS
SUPPORTED BY UNIVERSITY OPERATING FUNDS
FY 1983-1984

TYPE OF AWARD		EASTERN	KY. STATE	MOREHEAD	MURRAY	NORTHERN	U.K.	U.L.[a]	WESTERN	TOTAL
Athletic	Amount:	$679,892	$85,345	$476,650	$488,990	$128,701	1,339,925	0	$707,715	$3,907,218
	Awards:	226	92	176	184	94	317		275	
Academic		$216,196	95,900	453,214	293,645	334,925	454,949	1,043,580	72,849	2,965,258
		653	165	903	452	461	882	NA	316	562
Out-of-State Waivers		77,820	0	117,450	1,763,626[b]	226,449	0	0	478,437	$2,663,782
		55		296	1,405	79			585	
Veteran-Statutory Waivers		106,950	3,710	49,989	37,738	18,211	184,819	184,361	107,893	693,671
		260	7	62	53	27	316	NA	123	
Senior Citizens-Statutory		3,216	5,778	5,775	5,000	13,153	46,477	42,168	6,511	128,078
		145	25	15	13	73	74	NA	10	
Student Government Officers		1,300	6,059	2,640	8,960	1,785	NA	NA	3,900	24,644
		2	5	1	5	7			5	
Minority Student Housing		0	0	0	NA	6,050	NA	NA	[c]	6,050
						6				
Graduate Assistants		$514,129	14,400	303,499	310,758	13,200	1,194,682	732,063	151,118	3,263,849
		178	5	145	175	6	534	NA	94	
Resident Assistants		[d]	28,200	19,471	[e]	16,200	290,667	64,947	NA	419,485
			14	56		16	150	NA		
Institutional Work-Study		$426,015	89,320	390,948	1,007,690	379,575	3,254,413	NA	1,421,741	6,969,702
		598	112	613	1,274	512	NA		1,089	
Foreign		59,100	0	0	8,927	12,413	31,919	NA	[f]	112,359
						20	63			
TOTAL		$2,114,618	$328,712	$1,819,636	$3,925,334	$1,150,662	$6,797,851	$2,067,119	$2,950,164	$21,154,096

SOURCE: University responses to Program Review staff request.

[a] Total awards = 3,080.
[b] Includes tuition and residence hall waivers.
[c] Included in Academic.
[d] Included in Graduate Assistants.
[e] Included in Academic.
[f] Included in Academic.

CHAPTER VI

ADMINISTRATION AND PERSONNEL

This chapter reviews a number of issues pertinent to the administration and personnel at the state universities and community colleges. First, changes in the relative numbers of university personnel for the period 1975-1984 are presented. Next, administrative staff salaries are compared to national medians for equivalent positions. Finally, data on faculty salaries are compared to standard institutional benchmarks identified by the Council on Higher Education.

Enrollment and Staffing Ratios

This section reviews changes in the relative numbers of university personnel and enrollment for the period 1975-1984. A detailed description of these changes is given in a profile of each state university. Tables 43 and 44 present this information in the form of ratios at each university as well as the state as a whole. In almost all cases the ratio of university personnel to enrollment increased during the period from 1975-1984.

TABLE 43
SUMMARY OF TOTAL PERSONNEL, ADMINISTRATIVE, FACULTY AND STUDENT RATIOS
KENTUCKY PUBLIC UNIVERSITIES
Fall, 1984

	Student Headcount: Total Personnel	Student FTE: Total Personnel	Total Personnel: Total Admin.[1]	Student Headcount: Total Admin.	Student FTE: Total Admin.	Faculty: Total Admin.	Student Headcount: Faculty	Student FTE: Faculty
Statewide	6.2:1	4.7:1	4.2:1	32.2:1	24.4:1	1.7:1	19.5:1	14.7:1
Eastern Kentucky	6.8	5.7	6.0	47.3	39.7	2.6	18.4	15.4
Kentucky State[2]	5.3	3.6	3.2	22.2	15.0	1.3	17.2	11.6
Morehead State[3]	6.7	5.3	3.9	33.0	26.1	1.6	20.6	16.3
Murray State[4]	7.2	5.9	6.2	51.3	42.5	2.6	19.7	16.3
Northern Kentucky	11.5	7.3	3.4	50.2	31.7	1.6	30.8	19.5
University of KY[5]	4.3	3.5	4.3	22.4	18.3	1.4	16.0	13.1
U of L[6]	6.5	4.2	3.5	28.9	18.7	1.4	20.5	13.3
Western Kentucky	7.7	6.2	4.3	40.7	32.5	1.9	20.9	16.7
Community Colleges	19.7	11.3	8.1	180.0	102.7	5.1	35.3	20.1

SOURCE: EEO-6 REPORTS, CHE ANNUAL FACTS BOOKS, AND UNIVERSITY SUPPLIED DATA.
[1] TOTAL ADMINISTRATION INCLUDES EEO-6 CATEGORIES OF EXECUTIVE/ADMINISTRATIVE AND PROFESSIONAL NONFACULTY.
[2] DOES NOT INCLUDE COOPERATIVE EXTENSION OR COOPERATIVE RESEARCH SERVICE. 1975 KSU FIGURES ARE ESTIMATES.
[3] DOES NOT INCLUDE APPALACHIAN DEVELOPMENT CENTER.
[4] DOES NOT INCLUDE BREATHITT VETERINARY CENTER.
[5] DOES NOT INCLUDE HOSPITAL EMPLOYEES, AGRICULTURAL COOPERATIVE AND EXTENSION OR AGRICULTURE EXPERIMENTAL STATION.
[6] DOES NOT INCLUDE THE KENTUCKY COMMMUNITY CANCER PROGRAM.
15.77K

TABLE 44

SUMMARY OF TOTAL PERSONNEL, ADMINISTRATIVE, FACULTY AND STUDENT RATIOS
KENTUCKY PUBLIC UNIVERSITIES
Fall, 1975

	Student Headcount: Total Personnel	Student FTE: Total Personnel	Total Personnel: Total Admin.[1]	Student Headcount: Total Admin.	Student FTE: Total Admin.	Faculty: Total Admin.	Student Headcount: Faculty	Student FTE: Faculty
Statewide	6.8:1	5.5:1	4.6:1	38.2:1	30.1:1	1.7:1	22.1:1	17.8:1
Eastern Kentucky	9.5	8.1	7.6	81.4	69.8	3.2	25.4	21.8
Kentucky State [2]	6.6	4.8	4.0	32.6	23.7	2.1	15.4	11.2
Morehead State	8.2	6.6	9.1	83.2	66.4	3.9	21.6	17.2
Murray State	8.	6.8	5.6	54.8	44.9	2.4	22.7	18.6
Northern Kentucky	14.4	10.5	3.7	67.9	49.7	1.8	37.8	27.6
University of KY[3]	4.8	4.0	4.8	27.5	23.0	1.5	18.5	15.5
U of L	5.7	4.2	2.8	21.9	16.2	1.0	21.9	16.2
Western Kentucky	9.4	7.7	5.4	60.4	49.6	2.5	24.2	19.9
Community Colleges	20.5	13.1	6.8	159.6	102.4	4.3	37.1	23.8

Source: EEO-6 Reports, CHE Annual Facts Books, and university supplied data.

[1]Total administration incudes EEO-6 categories of executive/administrative and professional nonfaculty.
[2]Does not include cooperative extension or cooperative research service. 1975 KSU figures are estimates.
[3]Does not include hospital employees, agricultural cooperative extension or agriculture experimental station.

Percentage Change in Enrollment and Personnel

From 1975-1984, headcount enrollments decreased from 6 to 10% at the state universities, except at NKU, UL and the community colleges (CC's); full-time equivalent enrollments have also decreased during this same period, from 8 to 12%, except for NKU, UL and the community colleges. Total personnel at all universities and the community colleges has increased from 3 to 83%. The numbers of administrative-related staff declined 5% at UL, remained unchanged at Murray, and increased between 16 and 114% at the remaining universities. Faculty declined by 18% at KSU and increased from 5 to 80% at the other universities.

Personnel/Enrollment Ratios

The ratios of headcount students to total personnel and FTE students to total personnel have declined at all universities except UL. The ratio of FTE students to personnel for 1984 ranges from 3.5:1 to 11.3:1. With the exception of UL and the community colleges, headcount to administrative personnel and FTE to administrative personnel ratios have also declined from 1975 to 1984. Likewise, with the exception of KSU and UL, the FTE student to faculty ratios have declined, ranging from 11.6:1 to 20.1:1 in 1984.

Profile of Eastern Kentucky University

— For 1984, total personnel was 1,818; this is an increase of 28% from 1,420 in 1975.

— The ratio of total headcount enrollment to total personnel for 1984 is 6.8:1; the ratio of full-time equivalent students to employees is 5.7:1.

— The headcount enrollment ratio has decreased approximately 28% since 1975 (from 9.5:1 to 6.8:1), while the full-time equivalent ratio has decreased 30% (from 8.1:1 to 5.7:1).

• Administrative Personnel

— The total of executive/administrative and professional nonfaculty personnel is 261 for Fall, 1984, an increase of 58% from 165 in Fall, 1975.

— The ratio of headcount enrollment to administrative staff is 47.3:1, while the ratio of full-time equivalent student to administrative staff is 39.7:1.

— The headcount enrollment ratio has declined 42% from 81.4:1 in 1975; the full-time equivalent ratio has declined 43% from 69.8:1 in 1975.

— The ratio of full-time faculty to administrative personnel is 2.6:1, a decrease of 20% from 3.2:1 in 1975.

— The ratio of total personnel to administrative staff is 6:1 for 1984, a decrease of 22% from 7.6:1 in 1975.

- Faculty

  - The total full-time faculty for Fall, 1984 is 672, an increase of 27% from 528 in Fall, 1975.

  - The ratio of headcount enrollment to full-time faculty is 18.4:1, while the ratio of full-time equivalent student to faculty is 15.4:1.

  - The headcount ratio has decreased 28% from 25.4:1 in 1975, while the full-time equivalent student ratio has decreased 29% from 21.8:1 in 1975.

Profile of Kentucky State University

- Total Personnel

  - For 1984, total personnel was 387; this is an increase of 13% from 343 in 1975.

  - The ratio of total headcount enrollment to total personnel for 1984 is 5.3:1; the ratio of full-time equivalent students to employees is 3.6:1.

  - The headcount enrollment ratio has decreased approximately 20% since 1975 (from 6.6:1 to 5.3), while the full-time equivalent ratio has decreased 25% (4.8 to 3.6).

- Administrative Personnel

  - The total of executive/administrative and professional nonfaculty personnel is 93 for Fall, 1984, an increase of 26% from 69 in Fall, 1975.

  - The ratio of headcount enrollment to administrative staff is 22.2:1, while the ratio of full-time equivalent student to administrative staff is 15:1.

  - The headcount enrollment ratio has declined 32% from 32.6:1 in 1975; the full-time equivalent ratio has declined 37% from 23.6:1 in 1975.

  - The ratio of full-time faculty to administrative personnel is 1.3:1, a decrease of 39% from 2.1:1 in 1975.

  - The ratio of total personnel to administrative staff is 3.2:1 for 1984, a decrease of 20% from 4.0:1 in 1975.

- Faculty

  - The total full-time faculty for Fall, 1984 is 120, a decrease of 18% from 146 in Fall, 1975.

— The ratio of headcount enrollment to full-time faculty is 17.2:1, while the ratio of full-time equivalent student to faculty is 11.6:1.

— The headcount ratio has increased 12% from 15.4:1 in 1975, while the full-time equivalent student ratio has increased 4% from 11.2:1 in 1975.

Profile of Morehead State University

- Total Personnel

  — For 1984, total personnel was 921; this is an increase of 3% from 891 in 1975.

  — The ratio of total headcount enrollment to total personnel for 1984 is 6.7:1; the ratio of full-time equivalent students to employees is 5.3:1.

  — The headcount enrollment ratio has decreased approximately 18% since 1975 (from 8.2:1 to 6.7:1), while the full-time equivalent ratio has decreased 19% (from 6.6:1 to 5.3:1).

- Administrative Personnel

  — The total of executive/administrative and professional nonfaculty personnel is 194 for Fall, 1984, an increase of 120% from 88 in Fall, 1975.

  — The ratio of headcount enrollment to administrative staff is 32:1, while the ratio of full-time equivalent student to administrative staff is 25.3:1.

  — The headcount enrollment ratio has declined 62% from 83.2:1 in 1975; the full-time equivalent ratio has declined 62% from 66.4:1 in 1975.

  — The ratio of full-time faculty to administrative personnel is 1.6:1, a decrease of 60% from 3.9:1 in 1975.

  — The ratio of total personnel to administrative staff is 3.8:1 for 1984, a decrease of 59% from 9.1:1 in 1975.

- Faculty

  — The total full-time faculty for Fall, 1984 is 301, a decrease of 11% from 339 in Fall, 1975.

  — The ratio of headcount enrollment to full-time faculty is 20.6:1 while the ratio of full-time equivalent student to faculty is 16.3:1.

  — The headcount ratio has decreased 5% from 22.6:1 in 1975, while the full-time equivalent student ratio has decreased 6% from 17.2:1 in 1975.

Profile of Murray State University

- Total Personnel
  - For 1984, total personnel was 1,033; this is an increase of 9% from 950 in 1975.
  - The ratio of total headcount enrollment to total personnel for 1984 is 7.2:1; the ratio of full-time equivalent students to employees is 5.9:1.
  - The headcount enrollment ratio has decreased approximately 13% since 1975 (from 8.3:1 to 7.2:1), while the full-time equivalent ratio has decreased 16% (from 6.8:1 to 5.7:1).
- Administrative Personnel
  - The total of executive/administrative and professional nonfaculty personnel is 144 for both 1984 and 1975.
  - The ratio of headcount enrollment to administrative staff is 51.3:1, while the ratio of full-time equivalent student to administrative staff is 42.5:1.
  - The headcount enrollment ratio has declined 6.3% from 54.8:1 in 1975; the full-time equivalent ratio has declined 5.3% from 44.9:1 in 1975.
  - The ratio of full-time faculty to administrative personnel is 2.6:1, a decrease of 7.9% from 2.4:1 in 1975.
  - The ratio of total personnel to administrative staff is 6.2:1 for 1984, an increase of 10% from 5.6:1 in 1975.
- Faculty
  - The total full-time faculty for Fall, 1984 is 376, an increase of 8% from 348 in Fall, 1975.
  - The ratio of headcount enrollment to full-time faculty is 19.6:1, while the ratio of full-time equivalent student to faculty is 16.2:1.
  - The headcount ratio has decreased 13% from 22.7:1 in 1975, while the full-time equivalent student ratio has decreased 13% from 18.6:1 in 1975.

Profile of Northern Kentucky University

- Total Personnel
  - For 1984, total personnel was 771; this is an increase of 83% from 421 in 1975.

— The ratio of total headcount enrollment to total personnel for 1984 is 11.5:1; the ratio of full-time equivalent students to employees is 7.3:1.

— The headcount enrollment ratio has decreased approximately 20% since 1975 (from 14.4:1 to 11.5:1), while the full-time equivalent ratio has decreased 31% (from 10.5:1 to 7.3:1).

- Administrative Personnel

— The total of executive/administrative and professional nonfaculty personnel is 177 for Fall, 1984, an increase of 99% from 89 in Fall, 1975.

— The ratio of headcount enrollment to administrative staff is 50.2:1, while the ratio of full-time equivalent student to administrative staff is 31.7:1.

— The headcount enrollment ratio has declined 26% from 67.9:1 in 1975; the full-time equivalent ratio has declined 36% from 49.7:1 in 1975.

— The ratio of full-time faculty to administrative personnel is 1.6:1 a decrease of 9% from 1.8:1 in 1975.

— The ratio of total personnel to administrative staff is 3.4:1 for 1984, a decrease of 10% from 3.7:1 in 1975.

- Faculty

— The total full-time faculty for Fall, 1984 is 288, an increase of 80% from 160 in Fall, 1975.

— The ratio of headcount enrollment to full-time faculty is 30.8:1, while the ratio of full-time equivalent student to faculty is 19.5:1.

— The headcount ratio has decreased 18% from 37.8:1 in 1975, while the full-time equivalent student ratio has decreased 30% from 27.6:1 in 1975.

Profile of University of Kentucky

- Total Personnel

— For 1984, total personnel was 5,000;this is an increase of 6% from 4,728 in 1975.

— The ratio of total headcount enrollment to total personnel for 1984 is 4.25:1; the ratio of full-time equivalent students to employees is 3.47:1.

— The headcount enrollment ratio has decreased approximately 11% since 1975 (from 4.76:1 to 4.25:1), while the full-time equivalent ratio has decreased 13% (from 3.99:1 to 3.47:1).

- Administrative Personnel

  — The total of executive/administrative and professional nonfaculty personnel is 948 for Fall, 1984, an increase of 16% from 821 in Fall, 1975.

  — The ratio of headcount enrollment to administrative staff is 22.4:1, while the ratio of full-time equivalent student to administrative staff is 18.3:1.

  — The headcount enrollment ratio has decreased approximately 18% since 1975 (from 27.4:1 to 22.4:1), while the full-time equivalent ratio has decreased 20% (from 23.0:1 to 18.3:1).

  — The ratio of full-time faculty to administrative personnel is 1.4:1, a decrease of 5% from 1.5:1 in 1975.

  — The ratio of total personnel to administrative staff is 4.3:1 for 1984, a decrease of 10% from 4.8:1 in 1975.

- Faculty

  — The total full-time faculty for Fall, 1984 is 1,327, an increase of 9% from 1,218 in Fall, 1975.

  — The ratio of headcount enrollment to full-time faculty is 16.0:1, while the ratio of full-time equivalent student to faculty is 13.1:1.

  — The headcount ratio has decreased 14% from 18.5:1 in 1975, while the full-time equivalent student ratio has decreased 16% from 15.5:1 in 1975.

Profile of University of Louisville

- Total Personnel

  — For 1984, total personnel was 3,068; this is an increase of 11% from 2,769 in 1975.

  — The ratio of total headcount enrollment to total personnel for 1984 is 6.5:1; the ratio of full-time equivalent students to employees is 4.2:1.

  — The headcount enrollment ratio has decreased approximately 13% since 1975 (from 5.7:1 to 6.5:1), while the full-time equivalent ratio has decreased 1% (from 4.22:1 to 4.17:1).

- Administrative Personnel

  — The total of executive/administrative and professional nonfaculty personnel is 686 for Fall, 1984, a decrease of 6% from 726 in Fall, 1975.

  — The ratio of headcount enrollment to administrative staff is 28.9:1, while the ratio of full-time equivalent student to administrative staff is 18.7:1.

- The headcount enrollment ratio has declined 32% from 21.7:1 in 1975; the full-time equivalent ratio has declined 16% from 16.1:1 in 1975.

- The ratio of full-time faculty to administrative personnel is 1.4:1, an increase of 42% from 1.0:1 in 1975.

- The ratio of total personnel to administrative staff is 3.5:1 for 1984, an increase of 24% from 2.8:1 in 1975.

• Faculty

- The total full-time faculty for Fall, 1984 is 964, an increase of 34% from 720 in Fall, 1975.

- The ratio of headcount enrollment to full-time faculty is 20.5:1, while the ratio of full-time equivalent student to faculty is 13.3:1.

- The headcount ratio has decreased 6% from 21.9:1 in 1975, while the full-time equivalent student ratio has decreased 18% from 16.2:1 in 1975.

Profile of Western Kentucky University

• Total Personnel

- For 1984, total personnel was 1,520; this is an increase of 9% from 1,392 in 1975.

- The ratio of total headcount enrollment to total personnel for Fall, 1984 is 7.7:1; the ratio of full-time equivalent students to employees is 6.2:1.

- The headcount enrollment ratio has decreased approximately 17% since 1975 (from 9.4:1 to 7.7:1), while the full-time equivalent ratio has decreased 20% (from 7.7:1 to 6.2:1).

• Administrative Personnel

- The total of executive/administrative and professional nonfaculty personnel is 289 for Fall, 1984, an increase of 34% from 216 in Fall, 1975.

- The ratio of headcount enrollment to administrative staff is 40.7:1, while the ratio of full-time equivalent student to administrative staff is 32.5:1.

- The headcount enrollment ratio has declined 33% from 60.4:1 in 1975; the full-time equivalent ratio has declined 35% from 49.6:1 in 1975.

- The ratio of full-time faculty to administrative personnel is 2.0:1, a decrease of 22% from 2.5:1 in 1975.

— The ratio of total personnel to administrative staff is 4.3:1 for 1984, a decrease of 22% from 5.4:1 in 1975.

- Faculty

— The total full-time faculty for Fall, 1984 is 562, an increase of 5% from 538 in Fall, 1975.

— The ratio of headcount enrollment to full-time faculty is 20.9:1, while the ratio of full-time equivalent student to faculty is 16.7:1.

— The headcount ratio has decreased 14% from 24.2:1 in 1975, while the full-time equivalent student ratio has decreased 16% from 19.9:1 in 1975.

Profile of Community College System

- Total Personnel

— For 1984, total personnel was 1,204; this is an increase of 48% from 811 in 1975.

— The ratio of total headcount enrollment to total personnel for 1984 is 19.7:1; the ratio of full-time equivalent students to employees is 11.3:1.

— The headcount enrollment ratio has decreased approximately 4% since 1975 (from 20.5:1 to 19.7:1), while the full-time equivalent ratio has decreased 14% (from 13.1:1 to 11.3:1).

- Administrative Personnel

— The total of executive/administrative and professional nonfaculty personnel is 132 for Fall, 1984, an increase of 27% from 104 in Fall, 1975.

— The ratio of headcount enrollment to administrative staff is 179.9:1, while the ratio of full-time equivalent student to administrative staff is 102.7:1.

— The headcount enrollment ratio has increased 13% from 159.6:1 in 1975; the full-time equivalent ratio has increased .2% from 102.4:1 in 1975.

— The ratio of full-time faculty to administrative personnel is 5.1:1, an increase of 19% from 4.3:1 in 1975.

— The ratio of total personnel to administrative staff is 8.1:1 for 1984, an increase of 19% from 6.8:1 in 1975.

- Faculty

— The total full-time faculty for Fall, 1984 is 673, an increase of 51% from 447 in Fall, 1975.

— The ratio of headcount enrollment to full-time faculty is 35.3:1, while the ratio of full-time equivalent student to faculty is 20.1:1.

— The headcount ratio has decreased 5% from 37.1:1 in 1975, while the full-time equivalent student ratio has decreased 16% from 23.8:1 in 1975.

Administrative Staff Salaries

This section summarizes and compares 1984 administrative salaries at Kentucky's eight public universities to national medians for comparable positions. The data were supplied by the universities to the College and University Personnel Association (CUPA). For the purpose of this survey, administrative personnel were defined as those persons who fall under the EEO-6 position classification of Executive, Administrative and Managerial. This category represents persons whose principal activity is one of administration or management, including academic deans whose principal activity is administrative rather than instructional. The results of an overall comparison of the total salaries paid at Kentucky universities for primary and secondary administrative positions indicate that the salaries at the state institutions fall short of the CUPA median in most cases.

CHE Administrative Salary Survey

In 1984, the Council on Higher Education completed a survey of administrative salaries at the eight state-supported universities for 1984-85. These data are included for informational purposes, since no comparative national data are available. In addition, the survey results do not reflect the length of time that a person has held a position. Comparisons between the universities reveal different organizational structures and position designations among the institutions, particularly at the University of Kentucky, which has designated chancellors and appropriate assistants for its Lexington Campus, Community College System and Medical Center.

Some general administrative positions are, however, common among most of the universities. A look at a few selected positions, as reported at the time of the survey, indicates that:

- Presidential salaries ranged from $66,000 at Kentucky State to $88,281 at the University of Louisville. Six institutions reported Assistants to the President earning between $36,500 (Murray) and $53,040 (NKU).

- Among the Vice-Presidencies listed, the Vice-President for Administration (reported for five of the institutions) earned from $50,180 at Murray to $65,200 at UL. The Vice President for University Relations (reported at six institutions) earned from $44,880 at Northern to $64,873 at Louisville.

Among the Chief Officers Positions listed,

- The Chief Budgeting Officer earned between $34,650 at Kentucky State and $55,658 at UL. Four of the institutions indicated that this person was also the Chief Planning Officer for the university. The Chief Academic Officer earned between $43,000 at Kentucky State and $71,000 at UL.

  The Chief Student Affairs Officer earned between $34,500 at Kentucky State and $63,530 at UL. The Chief Development Officer earned between $31,548 at Kentucky State and $46,920 at Western. Murray indicated that development functions are handled by the Vice-President for University Relations and Development.

- Kentucky State University did not report salaries for deans. However, among the universities which did, the range for the Dean of the Graduate School at six universities was from $48,150 at Morehead to 60,500 at UK. The Dean of the College of Arts and Sciences at seven universities earned between $43,356 at Northern and $61,441 at UL. The Dean of the School of Education at five schools earned between $45,390 at UK and $63,710 at UL.

- Among the professional schools, the Deans of Dentistry at UK and UL earned $74,460 and $75,528 respectively. The Deans of Law earned $68,340 at Northern, $74,664 at UK and $71,073 at UL, and the Deans of the School of Medicine earned $89,500 at UK and $101,127 at UL.

CUPA Salary Survey

The 1984-85 Administrative Compensation Survey conducted by the College and University Personnel Association (CUPA) provides a comparison of administrative salaries at Kentucky's public universities with those of universities nationally. The association has conducted this survey annually for eight years for the purpose of providing current salary data to institutions of higher education for budgeting and evaluation comparisons. CUPA estimates that human resource costs range from 65% to 85% of operating expenditures in colleges and universities.

All eight of Kentucky's public universities are members of CUPA, and all but one responded to the association's 1984-85 survey. However, the completed survey questionnaire for 1984-85 has been obtained from the nonparticipating institution and all eight are herein compared with the national survey results.

For the purposes of our report, we have used the CUPA enrollment categories as a basis of comparison for Kentucky institutions. Kentucky universities are therefore classified as follows:

Enrollment of 4,999 or less	Kentucky State University
Enrollment of 5,000 to 9,999	Northern Kentucky University Morehead State University Murray State University
Enrollment of 10,000 to 19,999	Eastern Kentucky University Western Kentucky University University of Louisville
Enrollment of 20,000 or more	University of Kentucky

CUPA reported compensation figures for 95 primary positions for schools with enrollments of 4,999 or less, 98 administrative primary positions for schools with enrollments of 5,000 to 9,999, and 99 positions for schools with enrollments of 10,000 to 19,999 and 20,000 or more. Salary data reported indicate the median and interquartile range for each position.

The 99 primary positions are grouped here into 23 personnel categories and the secondary positions are grouped into 11 personnel categories, for comparisons of the median salaries nationally with those at Kentucky's public universities.

Combined Positions Summary. The median salary for total positions at Kentucky State University is 86.8% of the CUPA median salary for all public universities surveyed with enrollments of 4,999 or less. The median salaries for positions at Morehead, Murray and Northern Kentucky State Universities are 93.8%, 91.9% and 95.3%, respectively, of the CUPA medians for public universities with enrollments of 5,000 to 9,999. The median salaries for positions at Eastern and Western Kentucky State Universities and the University of Louisville are 86.8%, 102.7% and 104.7%, respectively, of the CUPA medians for public universities with enrollments of 10,000 to 19,999. Finally, the median salary for positions at the University of Kentucky is 92.1% of the CUPA median for public universities with enrollments of 20,000 or more.

Median Comparisons, Primary Positions. Table 45 lists selected primary administrative positions and gives the salary for that position at each Kentucky university as a percentage of the CUPA national median. Salaries for the chief executive officer range from 87% at UK (UK percentage based on multi-campus system) to 110.4% at UL. Salaries for chief officers in single areas range from 82.4% at KSU to 114.8% at UL. Salaries for chief planning and budget officer range from 91.1% at EKU to 108.1% at UL. Salaries for general counsel range from 85.6% at Morehead State University to 119.8% at UL. Salaries for various director positions range from 74.5% for the Director of Administrative Support at KSU to 138.9% for the Director of Alumni Affairs, also at KSU.

TABLE 45
PRIMARY ADMINISTRATIVE POSITION SALARIES
PERCENTAGE OF KENTUCKY UNIVERSITY MEDIAN SALARIES TO
CUPA MEDIANS FOR PUBLIC UNIVERSITIES
OF COMPARABLE ENROLLMENTS

1984-1985 CUPA SURVEY

	EKU %	KSU %	MoSU %	MuSU %	NK %	UK %	UL %	WKU %
Chief Exec. Officer	95.6	102.6	108.1	97.5	102.0	87.0*	110.4	95.1
Chief Officers, Single Area	82.4	82.9	100.5	106.0	101.2	91.1	114.8	93.9
Chief Planning & Budget Officer	91.1	—	—	—	94.0	96.1	108.1	97.0
General Counsel	95.7	87.2	85.6	110.7	111.4	96.7	119.8	100.0
Directors/Inst. Admin. Support	86.6	74.5	89.3	99.7	100.4	79.3	105.4	99.9
Directors/Student Services	98.1	95.6	91.4	82.1	85.9	87.2	98.4	104.8
Director-Alumni Affairs	88.7	138.9	99.3	96.1	114.5	95.3	83.6	108.6

*UK percentage based on salary for president of a multi-campus system.

A summary of each university's primary administrative position salaries and a comparison of those salaries to the CUPA medians follows.

- Kentucky State University reported positions in 12 of the 23 primary administrative categories. The median salaries of the selected positions in each of the categories applicable to KSU exceed the CUPA median in the categories representing the president of the institution (102.6%) and directors with responsibilities in external affairs (138.8%). The KSU median equals the CUPA median for the Dean of Occupational Studies and Vocational Education and for directors with responsibilities in combined areas. KSU median salaries which fall below the CUPA medians range from 62.5% for the Dean of Nursing and/or Public Health to 95.6% for directors with responsibilities in student services.

- Morehead State University reported positions in 13 of the 23 primary administrative categories. The median salaries of the administrative categories applicable to MoSU exceed the CUPA median in four categories, with a range of from 101.9% for the Dean of Occupational Studies and Vocational Education to 108.1% of the CUPA median for the president of the institution. The median salary for chief officers with responsibilities in a single area equals the CUPA median. MoSU median salaries falling below the CUPA medians range from 84.5% of the CUPA median for chief officers with combined areas of responsibility to 99.3% for directors with responsibilities in external affairs.

- Murray State University reported positions in 12 of the 23 primary administrative categories. The median salaries of the categories applicable to MuSU exceed the CUPA median in two categories, chief officers with

responsibilities in a single area (106% of the CUPA median) and the university's General Counsel (110.7%). The MuSU salaries for directors in institutional administrative support and the Dean of Occupational Studies and Vocational Education equal the CUPA median. MuSU median salaries falling below the CUPA medians range from 77% of the CUPA median for directors with responsibilities in the area of academic support to 97.5% for the president of the institution.

- Northern Kentucky University reported positions in 15 of the 23 primary administrative categories. The median salaries of the categories applicable to Northern exceed the CUPA median in seven categories, ranging from 100.6% of the CUPA median for directors with responsibilities in the area of institutional administrative support to 114.5% for directors with responsibilities in external affairs. The NKU median salary for directors in areas related to institutional administrative support equals the CUPA median. The NKU median salaries falling below the CUPA median range from 70% of the CUPA median for the Dean of Occupational Studies and Vocational Education to 94% for chief officers with combined areas of responsibility.

- Eastern Kentucky University reported positions in 13 of the 23 primary administrative categories. None of the median salaries in the categories applicable to EKU exceeds the CUPA median. However, the median salary in the category representing directors with responsibilities in the area of auxiliary services approached the CUPA median at 99.9% of the CUPA median. The additional categories in which the EKU median salary was less than the CUPA median range from 77.7% of the CUPA median for directors with responsibilities in the area of academic support to 98.1% for directors in the area of student services.

- The University of Louisville reported positions in 17 of the 23 primary administrative categories. The median salaries of the categories applicable to U of L exceed the CUPA median in ten categories, ranging from 101% of the CUPA median for directors with responsibilities in areas related to auxiliary services and academic support to 121.2% of the CUPA median for the Dean of Health Related Professions. The U of L median salaries falling below the CUPA medians range from 72.8% of the CUPA median for directors in the area of athletic affairs to 98.4% for directors with responsibilities in the area of student services.

- Western Kentucky University reported positions in 12 of the 23 primary administrative categories. The median salaries in the categories applicable to Western exceed the CUPA median in two categories, 104.8% of the CUPA median for directors with responsibilities related to student services and 108.6% for directors with responsibilities in areas related to external affairs. The median salaries for the categories of directors in the area of institutional administrative support, academic support, and the General Counsel equal the CUPA median. The remaining WKU median salaries falling below the CUPA median range from 80.2% for directors in the area of auxiliary services to 98.1% for directors in the area of athletics.

- The University of Kentucky reported positions in 19 of the 23 primary administrative categories. The UK median salaries do not exceed the CUPA median in any of the primary administrative categories applicable to the univer-

sity. The median salaries fall below the CUPA median in the remaining primary administrative categories ranging from 72.7% of the CUPA median for directors with responsibilities in areas related to academic support, to 98.7% for the Dean of Pharmacy.

Median Comparisons, Secondary Positions. Table 46 lists selected secondary administrative positions and their salaries at each state university as a percentage of the CUPA national medians. Salaries for the Assistant to the President range from 81.6% at UL to 100% at EKU. Salaries for the Associate Director of the Physical Plant and Facilities Manager range from 77.8% at Morehead State University to 108.2% at UK. Payroll managers salaries range from as low as 50% at EKU to as high as 133.1% at UL.

TABLE 46

SECONDARY ADMINISTRATIVE POSITION SALARIES
PERCENTAGE OF KENTUCKY UNIVERSITY MEDIAN SALARIES
COMPARED TO
CUPA MEDIANS FOR ALL PUBLIC UNIVERSITIES SURVEYED
1984-85 CUPA SURVEY

	EKU %	KSU %	MoSU %	MuSU %	NK %	UK %	UL %	WKU %
Assist. to President	100.0	—	88.5	87.3	—	84.8*	81.6	—
Assoc. Dir./Phys. Plant and Fac. Maint.	—	91.7	77.8	—	—	108.2	102.4	96.7
Associate Registrar	—	87.0	68.5	76.0	—	96.7	103.0	—
Assoc. Dir./Student Housing	—	—	70.6	70.0	—	—	69.6	65.7
Manager-Payroll	50.0	88.1	89.8	64.1	92.2	128.3	133.1	98.0
Manager-Land/Grounds	—	80.1	54.0	84.1	102.1	110.9	88.0	113.1
Manager-Custodial Services	—	66.7	70.8	118.6	97.8	99.4	104.5	98.8
Athletic Coaches								
Football	120.4	54.3	86.7	95.4	—	133.4	111.4	106.2
Men's Basketball	68.9	68.7	91.4	123.8	89.9	156.8	385.7	105.5
Women's Basketball	108.1	69.9	70.4	88.9	83.2	113.3	84.5	104.1

*UK percentage based on salary for assistant to the president of a multi-campus system.

A summary of each university's secondary administrative position salaries and a comparison of these salaries to the CUPA national medians follows.

- Kentucky State University reported salaries in four secondary administrative categories. The median salary paid to athletic coaches was 57.2% of the CUPA median for that group. The rest of the medians ranged from 78.8% for managers in the area of institutional administrative support to 89.5% for associate directors in the same area of responsibility

- Morehead State University reported salaries in six secondary administrative categories. The median salary paid to athletic coaches was 96.2% of the CUPA median. The median salaries for the rest of the secondary categories ranged from 56.2% of the CUPA median for managerial positions in the maintenance and technical trades area to 89.8% for managers with responsibilities in the area of institutional administrative support.

- Murray State University reported salaries in six secondary administrative categories. The median salary paid to athletic coaches was 97.7% of the CUPA median. The MUSU median salary for managers in the area of maintenance and technical support exceeds the CUPA median at 108.7%. The median salaries for the other secondary positions ranged from 62.7% of the CUPA median for associate directors in areas relating to institutional administrative support to 87.3% for the assistant to the President.

- Northern Kentucky University reported salaries in four secondary administrative categories. Athletic coaches were paid 84.1% of the CUPA median for that category.The NKU median exceeds the CUPA median in the area of managers in maintenance and technical support (102.3%). The other secondary positions are 69.8% of the CUPA median for associate directors in the area of institutional administrative support and 78.5% for managers in the same area.

- Eastern Kentucky University reported salaries in five secondary administrative categories. Athletic coaches were paid 99.2% of the CUPA median for that category. The EKU median salary exceeds the CUPA median in the category representing assistant directors (112.8%) and equals the CUPA median at the position of the assistant to the President The median salaries in the rest of the categories ranged from 54% of the CUPA median for managers in the area of institutional administrative support to 59.3% of the CUPA median for managers in the area of maintenance and technical support.

- The University of Louisville reported salaries in nine secondary administrative categories. Athletic coaches were paid 117.5% of the CUPA median for that category. The U of L median salary exceeds the CUPA median in the categories representing managers in the area of institutional administrative support (112.0%), associate directors in the area of institutional administrative support (110.6%) and associate directors in the area of academic support (118.3%). The median salaries in the other secondary administrative categories ranged from 67.5% of the CUPA median for associate directors in the area of auxiliary services to 98.2% for managers in the maintenance and technical trades area.

- Western Kentucky University reported salaries in seven secondary administrative categories. Athletic coaches were paid 102.1% of the CUPA median for that category. The median salary for managerial positions in areas relating to maintenance and technical support exceed the CUPA median at 102.2%. The rest of the median salaries ranged from 74.0% of the CUPA median for assistant directors, to 98% for managers in the area of institutional administrative support.

- The University of Kentucky reported salaries in nine secondary administrative categories. Athletic coaches were paid 126% of the CUPA median for that category. The UK median salary exceeds the CUPA median in the categories representing managers in the area of institutional administrative support (106.3%), associate directors in the area of institutional administrative support (112.2%), and associate directors in the area of academic support (116.7%). The rest of the median salaries for secondary categories ranged from 84.8% of the CUPA median for the Assistant to the President to 94.4% for associate directors in the area of auxiliary services.

Faculty Salaries

This section summarizes information pertaining to university faculty salaries. Salary data sources are compared and examined as they relate to Kentucky's system of higher education. Comparisons of Kentucky's faculty salaries use the standard institutional benchmarks, as identified by the Council on Higher Education (CHE).

Two major data bases were analyzed for the purpose of this report. They are the American Association of University Professors (AAUP) annual report on faculty salaries and the Higher Education General Information System (HEGIS), established by the National Center for Education Statistics (NCES).

In general, salary increases from 1983-84 to 1984-85 were significantly less in Kentucky's institutions than for universities nationally. Faculty salaries in Kentucky are from 5 to 10% lower than their benchmark medians, and the gap has grown from 1983-84 to 1984-85. Kentucky University presidents cite problems in faculty retention across many disciplines, with particular difficulties in engineering, computer science, and business.

Faculty Salary and Compensation Benchmark Comparisons

The following descriptions focus on faculty salaries in Kentucky universities, using two separate data banks, the AAUP's Survey and HEGIS data. Both of these data bases examine average faculty salaries and average faculty compensation (salary plus fringe benefits). The data were collected from a survey completed by the individual institutions. The two systems, AAUP and HEGIS, have yielded similar results. Benchmark comparisons were made for both sets of data. These benchmarks (listed in Table 47) were established by the Kentucky Council on Higher Education. UK and UL have eleven and seven designated benchmarks, respectively. The regional universities were compared to twenty-six other in-

stitutions, while the community college system was compared to sixteen benchmarks. A description of the AAUP data system is presented below.

AAUP Data Comparisons. The American Association of University Professors (AAUP) collects annual data on actual salaries and general compensation from 2,124 public and private colleges and universities. The data are provided by the institutions and analyzed by a consulting firm, Maryse Eymonerie Associates. Institutions are categorized on the basis of their missions and degrees granted. The categories and definitions used are similar to those used by the National Center for Education Statistics (NCES). Information is collected on several indices, including actual average salaries by faculty rank, average compensation by rank (which includes major fringe benefits), benefits as a percentage of salary, and the percentage increase in continuing faculty salaries from the previous year.

TABLE 47

INSTITUTIONAL BENCHMARKS

UNIVERSITY OF KENTUCKY BENCHMARKS	UNIVERSITY OF LOUISVILLE BENCHMARKS
Ohio State University	University of Cincinnati
University of Virginia	University of Houston
Univ. of Illinois—Urbana	University of Toledo
UNC—Chapel Hill	Georgia State University
Purdue University	University of Akron
Indiana Univ.—Bloomington	Virginia Commonwealth University
Virginia Polytechnic Institute	Univ. of Mo.—Kansas City
Univ. of Tenn.—Knoxville	
North Carolina State Univ.	
Univ. of Mo.—Columbia	
West Virginia University	

MASTERS DEGREE INSTITUTIONS	UK COMMUNITY COLLEGE SYSTEM
Cleveland State University	Columbia State CC
Wright State University	Sinclair CC
Ohio Univ.—Main Campus	Cleveland State CC
Middle Tenn. State Univ.	Jackson State CC
Kent State University	Virginia CC System
Miami Univ.—Oxford	Vincennes University
Tenn. Technological Univ.	Dyersburg State CC
Old Dominion University	Shawnee State CC
Memphis State University	Rend Lake College
Indiana State University	Southeastern Ill. College
Appalachian State Univ.	Parkersburg CC
Ball State University	Rockingham CC
East Carolina University	Mineral Area College
Radford University	Wabash Valley College
Western Carolina Univ.	Isothermal CC
Austin Peay State Univ.	Three Rivers CC
East Tenn. State Univ.	
Illinois State Univ.	
Southwest Mo. State Univ.	
Southeast Mo. State Univ.	
Northeast Mo. State Univ.	
Western Illinois University	
Eastern Illinois University	
Marshall University	
Northwest Mo. State Univ.	
Central State University	

Comparisons of Kentucky's Universities and the Community College System. Using the AAUP's 1984-85 faculty data, Table 48 illustrates the average salary by rank, average compensation (salary plus benefits) by rank, benefits as a percentage of salary, and the percentage increase in salary for continuing faculty from the previous years. These data

are provided for all eight universities and the community college system. The table provides a picture of the range of salaries across faculty ranks within institutions, as well as ranges across universities for a given rank. The "all ranks average" (AR) for salary shows UK with a high of $32,400, and KSU with a low of $23,200. The community college system averages $20,500 in this category. For compensation (salary plus benefits), UK again ranks first, with an average of $38,200. KSU is again the lowest of the universities, with a figure of $27,400. Benefits as a percentage of salary range from 18% at UK to 25% at MuSU.

Within the category of "Percentage Increase in Salary for Continuing Faculty," wide discrepancies exist among the institutions. These figures may be rendered inaccurate in some cases by data reporting procedures. Specifically, problems exist because of the inclusion of different individuals by category from one year to the next. This confusion may occur because an individual's faculty versus administrative status changes, or a promotion occurs. KSU, for example, notes that some individuals are classified differently from the 1983-84 year to 1984-85. In their case, two deans were included in the salary analysis in the 1984-85 year who were not included in the 1983-84 figures. Their salaries skewed the data and made the increases look larger than they actually were. For larger universities with larger faculty pools, these figures are less apt to be skewed. However, for smaller institutions average salary increases may be unrepresentative. The data are included in this report because they give an overall picture of salary increases in the Kentucky system. The most frequent increase was between 2-3%. On the other hand, for all ranks and categories combined, average salary levels rose by 6.9% for public institutions in the United States.

In the journal *Academe*, which publishes the AAUP salary data, it was noted that:

> Salary increases tended to be less for states operating on a biennial budget because their salaries were determined in the spring of 1983. Almost a quarter of all public institutions raised faculty salary levels by ten percent or more as compared to one-tenth of private independent institutions and of church-related institutions.

TABLE 48

KENTUCKY FACULTY SALARY
AND COMPENSATION (IN THOUSANDS) BY RANK*
AAUP SURVEY, 1984-1985

	Average Salary by Rank					Average Compensation by Rank					Benefits as % of Salary	Percentage Increase in Salary (Continuing Faculty)			
	PR	AO	AI	IN	AR	PR	AO	AI	IN	AR		PR	AO	AI	IN
Eastern	$31.5	$27.0	$22.5	$17.6	$26.4	$37.6	$32.5	$27.2	$21.4	$31.8	20%	2.1%	2.5%	2.7%	2.5%
KY State	29.3	24.9	21.7	19.1	23.2	34.5	29.4	25.6	22.7	27.4	18%	11.5%	9.6%	9.8%	4.0%
Morehead	31.7	26.1	22.9	18.7	26.1	38.8	32.2	28.2	23.1	32.1	23%	2.0%	2.4%	2.4%	2.1%
Murray	31.4	27.2	22.5	19.6	26.1	38.9	34.0	28.5	25.1	32.7	25%	2.0%	2.2%	2.4%	1.9%
Northern	37.7	28.4	23.0	19.1	27.1	45.5	34.7	27.6	20.9	32.7	21%	4.0%	4.3%	4.4%	-
U K	40.0	29.8	24.7	23.9	32.4	47.2	35.2	29.2	28.3	38.2	18%	2.1%	2.6%	3.4%	4.6%
U of L	38.4	28.6	24.5	19.5	31.2	45.7	34.5	29.2	22.2	37.2	19%	2.8%	2.5%	4.9%	5.0%
Western	32.5	26.8	22.9	18.8	27.8	39.5	32.7	28.2	23.4	34.0	22%	1.8%	2.2%	3.2%	2.1%
Community Colleges	26.2	21.9	17.9	17.3	20.5	31.1	26.0	21.3	20.6	24.4	19%	2.8%	2.5%	4.9%	5.0%

SOURCE: Academe, Bulletin of the American Association of University Professors, March 1985, Volume 71, Number 2.

*Faculty Ranks: PR = Full Professor
AO = Associate Professor
AI = Assistant Professor
IN = Instructor
AR = All Ranks Average

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Kentucky System Compared to Benchmarks. Table 49 compares UK's salary information for 1984-85 to the median of its benchmarks. Also shown for each faculty level is the percentage of the benchmark median UK has attained, as well as UK's rank order within its eleven benchmark institutions for each category. For the all ranks average (AR) for salary, UK achieved 96.1% of the benchmark median. For overall compensation, it dropped to 89% of the median. In general, UK ranks 9 out of 12 for salary among its benchmarks, and 10 out of 12 for compensation. Salary increases for continuing faculty at UK averaged 3.2% overall, compared to 8.8% for its benchmarks.

UL's salary pattern for 1984-85 is shown on Table 50. UL achieves 91.5% of its benchmark's median for salary, and 90.7% for compensation. The average salary increase for UL for continuing faculty was 3.8%, compared to 6.8% for its benchmarks. In general, UL ranks 6 out of 8 for both salary and compensation.

Tables 51, 52 and 53 illustrate salary data for the regional institutions. First, Table 51 compares the average salary and compensation for each of the regional universities and the median of their 26 benchmarks. Table 52 provides the rank order of each regional university among the benchmarks and the other regionals. For the all-ranks average for compensation, WKU ranks the highest at 11th out of 32 while KSU ranks lowest at 30th out of 32. In general, the Kentucky regionals rank 14 to 30 out of 32 for salary, and 11 to 30 out of 32 for compensation. Table 53 indicates the percentage of the benchmarks median that each regional university has attained as of the 1984-85 year. Percentages for salary range from 81.8% at KSU to 98.1% at WKU. For compensation, KSU achieves 81.3% of the median and WKU 100.9%. Overall, the regionals have realized a 2.4% increase in salaries in the past year, while the average increase for the benchmarks was 10.1%.

TABLE 49

AAUP

UNIVERSITY OF KENTUCKY FACULTY
SALARY AND COMPENSATION (IN THOUSANDS), 1984-1985

	Average Salary by Rank					Average Compensation by Rank					Benefits as % of Salary	Percentage Increase in Salary (Continuing Faculty)				
	PR	AO	AI	IN	AR	PR	AO	AI	IN	AR		PR	AO	AI	IN	AR
University of Kentucky	$40.0	$29.8	$24.7	$23.9	$32.4	$47.2	$35.2	$29.2	$28.3	$38.2	18%	2.1%	2.6%	3.4%	4.6%	3.2%
Benchmarks Median	45.2	32.7	26.8	20.0	33.7	55.3	39.0	32.7	25.2	42.9	20%	7.6%	8.3%	9.7%	9.7%	8.8%
% Benchmark	88.5%	91.1%	92.2%	120.0%	96.1%	85.4%	90.2%	89.3%	112.3%	89.0%						
Rank order	9 of 12	8 of 12	11 of 12	1 of 10	9 of 12	10 of 12	10 of 12	11 of 12	1 of 10	10 of 12						

SOURCE: Academe, Bulletin of the American Association of University Professors, March 1985, Volume 71, Number 2.

Faculty Ranks: PR = Full Professor
AO = Associate Professor
AI = Assistant Professor
IN = Instructor
AR = All Ranks Average

TABLE 50
UNIVERSITY OF LOUISVILLE
FACULTY SALARY AND COMPENSATION (IN THOUSANDS)
BY RANK* COMPARED TO BENCHMARKS, 1984-1985

	Average Salary by Rank					Average Compensation by Rank					Benefits as % of Salary	Percentage Increase in Salary (Continuing Faculty)				
	PR	AO	AI	IN	AR	PR	AO	AI	IN	AR		PR	AO	AI	IN	AR
University of Louisville	$38.4	$28.6	$24.5	$19.5	$31.2	$45.7	$34.5	$29.2	$22.2	$37.2	19%	2.8%	2.5%	4.9%	5.0%	3.8%
Benchmarks Median	40.1	31.6	26.5	20.3	34.1	49.9	38.6	32.8	25.0	41.0	22%	6.3%	6.9%	7.0%	7.2%	6.8%
% Benchmarks	95.8%	90.5%	92.5%	96.1%	91.5%	91.6%	84.4%	89.0%	88.8%	90.7%						
Rank Order	6 of 8	8 of 8	7 of 8	6 of 8	6 of 8	7 of 8	8 of 8	7 of 8	7 of 8	6 of 8						

SOURCE: Academe, Bulletin of the American Association of University Professors, March 1985, Volume 71, Number 2.

Faculty Ranks:
PR = Full Professor
AO = Associate Professor
AI = Assistant Professor
IN = Instructor
AR = All Ranks Average

TABLE 51

REGIONAL UNIVERSITIES FACULTY
SALARY AND COMPENSATION (IN THOUSANDS), BY RANK[a]
COMPARED TO BENCHMARKS, AAUP SURVEY, 1984-1985

	Average Salary by Rank					Average Compensation by Rank					Benefits as % of Salary	Percentage Increase in Salary (Continuing Faculty)			
	PR	AO	AI	IN	AR	PR	AO	AI	IN	AR		PR	AO	AI	IN
KY Regional Median	$31.6	$26.9	$22.7	$18.95	$26.25	$38.85	$32.6	$27.9	$22.9	$32.4	21.5%	2.05%	2.45%	2.95%	2.1%
Benchmarks Median	34.4	28.9	24.1	18.9	28.35	41.75	34.45	28.8	23.25	33.7	22.5%	9.6	10.05	10.45	10.15
Eastern	31.5	27.0	22.5	17.6	26.4	37.6	32.5	27.2	21.4	31.8	20%	2.1	2.5	2.7	2.5
KY State	29.3	24.9	21.7	19.1	23.2	34.5	29.4	25.6	22.7	27.4	18%	11.5	9.6	9.8	4.0
Morehead	31.7	26.1	22.9	18.7	26.1	38.8	32.2	28.2	23.1	32.1	23%	2.0	2.4	2.4	2.1
Murray	31.4	27.2	22.5	19.6	26.1	38.9	34.0	28.5	25.1	32.7	25%	2.0	2.2	2.4	1.9
Northern[b]	33.5	28.4	23.0	19.1	25.8	40.6	34.6	27.1	20.9	31.2	21%	4.0	4.3	4.4	-[c]
Western	32.5	26.8	22.9	18.8	27.8	39.5	32.7	28.2	23.4	34.0	22%	1.8%	2.2%	3.2%	2.1%

SOURCE: Academe, Bulletin of the American Association of University Professors, March 1985, Volume 71, Number 2.

[a]Faculty Ranks: PR = Full Professor
AO = Associate Professor
AI = Assistant Professor
IN = Instructor
AR = All Ranks Average

[b]Does not include Law School faculty in Average Salary or Average Compensation categories, but in Percentage Increase. With Law School faculty included---Average Salary: PR = 37.7, AO = 28.4, AI = 23.0, IN = 19.1, and AR = 27.1.

Average Compensation: PR = 45.5, AO = 34.7, AI = 27.6, IN = 20.9, and AR = 32.7.

[c]Calculated with Law School faculty included.

TABLE 52

REGIONAL UNIVERSITIES FACULTY
SALARY AND COMPENSATION (IN THOUSANDS)
RANK ORDERS AMONG BENCHMARKS, AAUP SURVEY, 1984-1985

	Average Salary by Rank					Average Compensation by Rank					Benefits as % of Salary	Percentage Increase in Salary (Continuing Faculty)			
	PR	AO	AI	IN	AR	PR	AO	AI	IN	AR		PR	AO	AI	IN
KY Regional Median	$31.6	$26.9	$22.7	$18.95	$26.25	$38.85	$32.6	$27.9	$22.9	$32.4	21.5%	2.05%	2.45%	2.95%	2.1%
Benchmarks Median	34.4	28.9	24.1	18.9	28.35	41.75	34.45	28.8	23.25	33.7	22.5%	9.6	10.05	10.45	10.15
Rank Orders*															
Eastern	25	21	23	25	21	25	22	23	23	23	20%	25	25	26	23
KY State	30	30	26	13	30	30	30	28	19	30	18%	2	8	22	--
Morehead	24	25	19	20	23	22	25	16	15	21	23%	26	26	27	24
Murray	26	19	23	8	23	2	16	15	7	18	25%	26	27	27	26
Northern	7	14	18	13	18	9	12	20	26	18	21%	24	24	24	--
Western	20	22	19	17	14	18	20	16	13	11	22%	28	27	25	24

SOURCE: Academe, Bulletin of the American Association of University Professors, March 1985, Volume 71, Number 2.

* Numbers are rankings. The 6 Kentucky regional universities and their 26 benchmark universities have been ranked from 1 to 32 for each of the above categories. For example Eastern's average salary for full professor of $31,500 ranks 25th out of 32.

*Faculty Ranks: PR = Full Professor
AO = Associate Professor
AI = Assistant Professor
IN = Instructor
AR = All Ranks Average

TABLE 53

REGIONAL UNIVERSITIES FACULTY
SALARY AND COMPENSATION (IN THOUSANDS) AS A
PERCENTAGE OF BENCHMARKS MEDIAN

	Average Salary by Rank					Average Compensation by Rank					Benefits as % of Salary	Percentage Increase in Salary (Continuing Faculty)				
	PR	AO	AI	IN	AR	PR	AO	AI	IN	AR		PR	AO	AI	IN	AR
KY Regional Median	$31.6	$26.9	$22.7	$18.95	$26.25	$38.85	$32.6	$27.9	$22.9	$32.4	21.5%	2.05%	2.45%	2.95%	2.1%	2.4%
Benchmarks	34.4	28.9	24.1	18.9	28.35	41.75	34.45	28.8	23.25	33.7	22.5%	9.6%	10.05%	10.45%	10.15%	10.1%
% of Benchmark Median:																
Eastern	91.6%	93.4%	93.4%	93.1%	93.1%	90.1%	94.3%	94.4%	92.0%	94.4%						
KY State	85.2	86.2	90.0	101.1	81.8	82.6	85.3	88.9	97.6	81.3						
Morehead	92.2	90.3	95.0	98.9	92.1	92.9	93.5	97.9	99.4	95.3						
Murray	91.3	94.1	93.4	103.7	92.1	93.2	98.7	99.0	108.0	97.0						
Northern	109.6	98.3	95.4	101.1	95.6	109.0	100.7	95.8	89.9	97.0						
Western	94.5%	92.7%	95.0%	99.5%	98.1%	94.6%	94.9%	97.9%	100.6%	100.9%						

SOURCE: Academe, Bulletin of the American Association of University Professors, March 1985, Volume 71, Number 2.

Faculty Rank:
PR = FullProfessor
AO = Associate Professor
AI = Assistant Professor
IN = Instructor
AR = All Ranks Average

HEGIS Data

The Higher Education General Information System (HEGIS) collects a variety of data relevant to higher education. The information contained in this report was published in a document entitled "Salaries, Tenure, and Fringe Benefits of Full-Time Instructional Faculty" for 1983-84 and 1984-85. The surveys of institutions done by HEGIS are directed by the National Center for Education Statistics (NCES). The Kentucky Council on Higher Education, in providing the following information based upon the HEGIS data, cautions that

> while these summary statistics are based on the best data currently available to the Council staff, they are limited and therefore may not identify the real faculty salary problems which we face. For example, salary differences among disciplines and student faculty ratios, which are important considerations, are not a part of the HEGIS survey and therefore are not considered in this analysis.

The HEGIS data analyses provide salary information which is similar to the AAUP data. Table 54 illustrates an all-faculty rank salary comparison for 1983-84 and 1984-85 for UK, UL, the regionals, and the community college system, as compared to their benchmark medians. It also shows the percentage of the benchmark each institution attained for both years. It is evident from the table that for all institutions the percentage of benchmark median has declined from 2 to 7 percentage points from 1983-84 to 1984-85 for the universities, and almost 9 percentage points for the community college system. For 1983-84, the percentages ranged from 107% at WKU to 89% at KSU; for 1984-85 the percentages ranged from 100% at WKU to a low of 83% at KSU.

Table 55 provides a similar analysis for overall compensation. Again, the percentage of the benchmark median has dropped in all cases from 1983-84 to 1984-85. For 1983-84, the percentages ranged from 108% at WKU to 82% at KSU; for 1984-85, the ranges were from 101% (WKU) to 81% (KSU).

TABLE 54

ALL-RANKS AVERAGE FACULTY SALARY COMPARISONS - 1983/84 and 1984/85
KENTUCKY INSTITUTIONS AND BENCHMARK INSTITUTION MEDIANS

	University of Kentucky		University of Louisville		Masters Institutions		University of Kentucky Community College System	
	1983/84	1984/85	1983/84	1984/85	1983/84	1984/85	1983/84	1984/85
Benchmark Median	$32,005	$33,735	$32,170	$33,999	$ 25,612	$27,968*	$20,032	$22,031
Kentucky Institutions (Average Salary)								
University of Kentucky	31,370	32,375						
University of Louisville			30,243	31,151				
Eastern Kentucky University					25,884	26,417		
Kentucky State University					22,815	23,199		
Morehead State University					25,333	26,113		
Murray State University					25,454	25,840		
Northern Kentucky University					26,702	27,120		
Western Kentucky University					27,301	27,840		
UK Community College System							20,379	20,315
Kentucky Institutions (Percent of Benchmark)								
University of Kentucky	98.0	96.0						
University of Louisville			94.0	91.6				
Eastern Kentucky University					101.1	94.5		
Kentucky State University					89.1	82.9		
Morehead State University					98.9	93.4		
Murray State University					99.4	92.4		
Northern Kentucky University					104.3	97.0		
Western Kentucky University					106.6	99.5		
UK Community College System							101.7	93.1

*Salary data not available for Central State University. Median assumes institution will be in same relative position as when last reported.

Source: Council on Higher Education, HEGIS data base.

Note: 12 month contracts are converted to 9 month salary figures.

TABLE 55

ALL-RANKS AVERAGE FACULTY COMPENSATION COMPARISONS - 1983/84 and 1984/85
KENTUCKY INSTITUTIONS AND BENCHMARK INSTITUTION MEDIANS

	University of Kentucky		University of Louisville		Masters Institutions		University of Kentucky Community College System	
	1983/84	1984/85	1983/84	1984/85	1983/84	1984/85	1983/84	1984/85
Benchmark Median	$ 39,825	$42,803	$39,304	$ 40,895	$ 30,804	$33,749[a]	$ 24,588[b]	$27,203[c]
Kentucky Institutions (Average Salary)								
University of Kentucky	36,842	38,219						
University of Louisville			35,912	37,111				
Eastern Kentucky University					30,998	31,801		
Kentucky State University					26,739	27,396		
Morehead State University					30,181	32,089		
Murray State University					31,282	32,321		
Northern Kentucky University					31,857	32,543		
Western Kentucky University					33,136	33,987		
UK Community College System							24,143	24,359
Kentucky Institutions (Percent of Benchmark)								
University of Kentucky	92.5	89.3						
University of Louisville			91.4	90.7				
Eastern Kentucky University					100.6	94.2		
Kentucky State University					86.8	81.2		
Morehead State University					98.0	95.1		
Murray State University					101.6	95.8		
Northern Kentucky University					103.4	96.4		
Western Kentucky University					107.6	100.7		
UK Community College System							98.2	89.5

[a]Compensation data not available for Central State University. Median assumes institution will be in same relative position as when last reported.
[b]Compensation data not available for Jackson State Community College. Median assumes institution will be in same relative position as when last reported.
[c]Compensation data not available for Sinclair Community College. Median assumes institution will be in same relative position as when last reported.

Source: Council on Higher Education, HEGIS data base.

Note: 12 month contracts are converted to 9 month salary figures.

CHAPTER VII

UTILIZATION, ENROLLMENTS AND DEGREE PRODUCTION

This chapter summarizes information relating to student enrollment in the Commonwealth's colleges and universities and the degrees conferred in recent years. First, statistics are provided which describe the average level of educational attainment of Kentucky's residents. Next, data are presented which illustrate enrollment trends at the bachelor, graduate and professional levels for both the state public universities and the community college system. Finally, information is given on the number and composition of academic degrees conferred in recent years.

Utilization of Higher Education

- According to the 1980 Census, 53% of Kentucky's population age 25 or older has a high school education. This places Kentucky 50th out of the 50 states. The national range is from 53% to 83% (Table 56).

TABLE 56

EDUCATIONAL ATTAINMENT
SREB AND SURROUNDING STATES

	% of Population with High School Education	% of Populations with 1-3 years College	% of Populations with 4 years College	% 18-34 Enrolled in H. E.
*AL	56.5	12.5	12.2	14.1
*AR	55.5	11.4	10.8	12.4
FL	66.7	16.8	14.9	14.8
*GA	56.4	13.4	14.6	10.4
IL	66.5	15.2	16.2	18.8
IN	66.4	12.1	12.5	14.7
KY	53.1	10.7	11.1	11.3
*LA	57.7	12.8	13.9	11.9
MD	67.4	14.6	20.4	17.1
MS	54.8	13.3	12.3	13.1
MO	63.5	13.3	13.9	16.4
*NC	54.8	13.8	13.2	15.6
OH	67.0	12.8	13.7	14.9
*SC	53.7	13.2	13.4	13.2
*TN	56.2	11.9	12.6	14.9
TX	62.6	17.0	16.9	14.7
VA	62.4	14.9	19.1	16.1
WV	56.0	9.9	10.4	14.9

*States economically similar to Kentucky, according to Larry Lynch.
SOURCE: 1980 Census Data.

- Only 11% of the population 25 or older has 1-3 years of college. This ties Kentucky for 48th place. The national range is 10% to 24% (Table 56).

- As of 1982, 11% of the 18-34 year old Kentucky population was enrolled in higher education. This places Kentucky 49th; the national range is 10% to 24%.

- In 1982, 30% of Kentucky's population age 18 to 25 years was enrolled in college. This is up from 25% in 1970 but below the U.S. average of 42% and the SREB average of 34% (Table 57).

TABLE 57

Participation in Higher Education, by 18 to 24 Year-Old Population
1970, 1980, and 1982

	1982 18 to 24 Year-Old Population (000s)	College Enrollment (000s)	Participation Ratio* 1970	1980	1982
United States	29,917	12,589	0.36	0.41	0.42
SREB States	9,622	3,303	0.28	0.34	0.34
South as a Percent of U.S.	32.2	26.2			
**Alabama	504	168	0.26	0.32	0.33
**Arkansas	273	77	0.25	0.28	0.28
Florida	1,221	437	0.33	0.36	0.36
**Georgia	753	198	0.22	0.25	0.26
Kentucky	476	144	0.25	0.29	0.30
**Louisiana	602	177	0.27	0.27	0.29
Maryland	571	234	0.32	0.41	0.41
Mississippi	333	106	0.28	0.30	0.32
**North Carolina	820	301	0.25	0.36	0.37
**South Carolina	452	137	0.20	0.30	0.30
**Tennessee	583	202	0.29	0.34	0.35
Texas	2,039	759	0.32	0.36	0.37
Virginia	768	281	0.24	0.38	0.37
West Virginia	227	83	0.32	0.34	0.37

*These figures represent the ratio of total college enrollment to the population aged 18 to 24. This index is often used as a proxy measure for the participation rate in higher eudcation. Due to interstate migration of students and variations among states in the degree to which vocational-technical enrollments are encluded in collegiate enrollments, and because many college students today are outside this age group, this measure is easily misinterpreted and should be used with caution.

**Scuthern state economically similar to Kentucky, according to Larry Lynch.

NOTE: Some of the original data were truncated and rounded for his table, which may alter the totals slightly.

SOURCES: U.S. Bureau of the Census, *1980 Census of Population*, PC80-S1-1, "Age, Sex, Race, and Spanish Origin of the Population by Regions, Divisions, and States: 1980"; "Population Estimates and Projections" Series P-25, No. 916 (Washington, DC: U.S. Government Printing Office, 1982); National Center for Education Statistics, *Fall Enrollment in Higher Education, 1870: Supplementary Information* (Washington, DC: U.S. Government Printing Office, 1971): "Fall Enrollment in Higher Education, 1980," unpublished data; and "Fall Enrollment in Higher Education, 1982," unpublished data.

Enrollments in Public Universities

- Enrollments in the state public universities have increased from 26,636 in Fall, 1960 to 93,019 in Fall, 1983 (Figure 10).
- Public university enrollments peaked in 1980 at 97,564.
- In Fall, 1983, full-time enrollments were 59.5% of the total enrollment (Figure 11).
- Bachelor level enrollments have decreased 4% between 1979 and 1983 from 78,186 to 76,030 (Table 58).

TABLE 58

CHANGE IN TOTAL FALL ENROLLMENTS
BY DEGREE LEVEL FOR
UNIVERSITIES IN KENTUCKY
1979 TO 1983

BACHELOR LEVEL

	Year	EKU	EKU	MoSU	MuSU	NKU	UK	UL	WKU
	1979	11,389	1,990	4,924	6,030	6,567	17,750	13,989	10,547
	1980	12,148	2,202	5,289	6,386	7,227	18,354	15,225	10,781
	1981	11,750	2,255	5,130	6,312	7,735	18,310	15,047	10,984
	1982	11,544	2,240	4,867	6,299	8,259	17,888	14,674	10,778
	1983	11,348	2,344	4,924	6,270	8,465	17,150	14,984	10,545
Change 1979-83		-41	354	0	240	1,898	-600	995	2
% Change		-0.4%	17.8	0.0	4.0	28.9	-3.4	7.1	0.0%

GRADUATE LEVEL

	YEAR	EKU	KSU	MoSU	MuSU	NKU	UK	UL	WKU
	1979	2,279	190	2,105	1,806	450	3,805	3,449	2,985
	1980	2,037	140	1,874	1,678	631	3,626	3,543	2,577
	1981	1,644	130	1,609	1,410	650	3,579	3,457	2,190
	1982	1,497	82	1,503	1,286	647	3,453	3,275	2,077
	1983	1,312	87	1,581	1,321	498	3,444	3,051	2,121
Change 1979-83		-967	-103	-524	-485	48	-361	-398	-864
% Change		-42.4%	-54.2	-24.9	-26.9	10.7	-9.5	-11.5	-28.9%

PROFESSIONAL LEVEL

Year	EKU	EKU	MoSU	MuSU	NKU	UK	UL	WKU
1979	0	0	0	0	510	1,503	1,800	0
1980					500	1,529	1,817	
1981					450	1,552	1,798	
1982					433	1,488	1,795	
1983					398	1,461	1,715	
Change 1979-83					-112	-42	-85	
% Change					-22.0	-2.8	-4.7%	

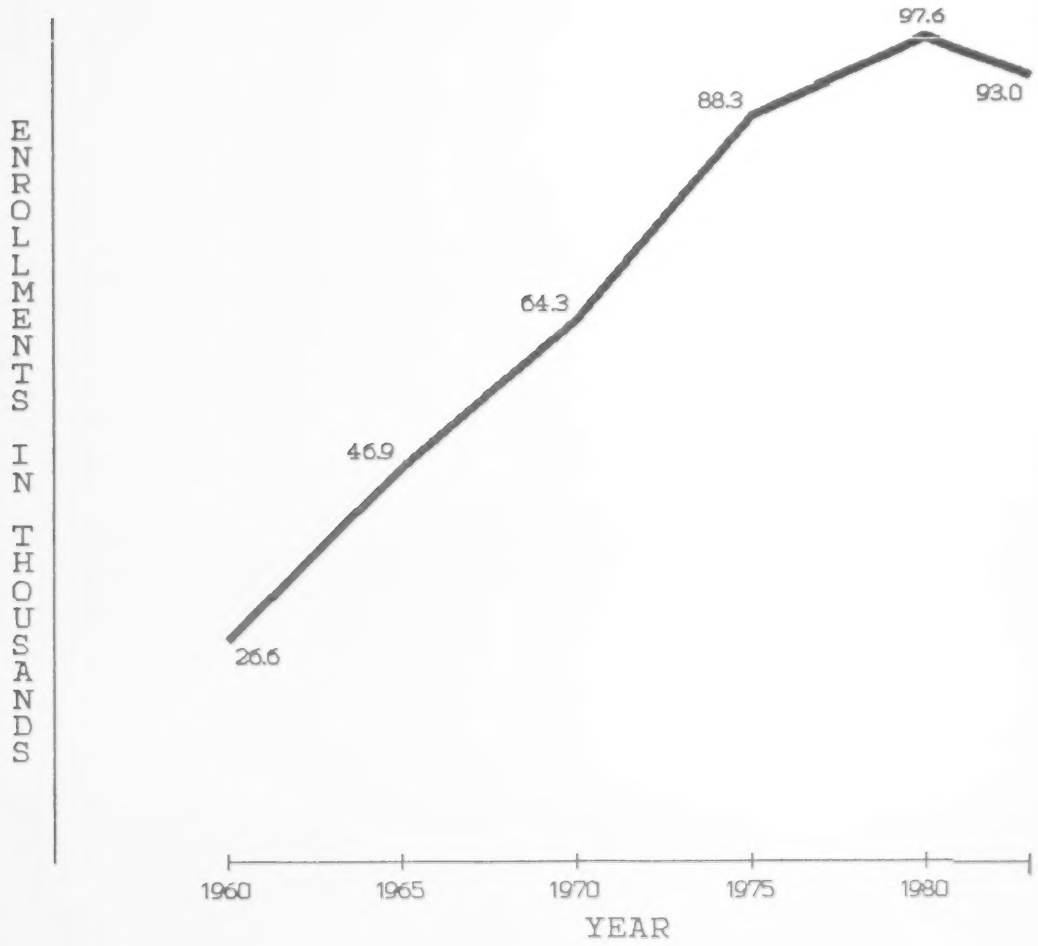
SOURCE: University fall enrollment reports to Council on Higher Education.

- Graduate level enrollments have decreased 21% between 1979 and 1983 from 17,069 to 13,415.

- Professional level enrollments have decreased 6% from 3,813 in 1979 to 3,574 in 1983.

FIGURE 10

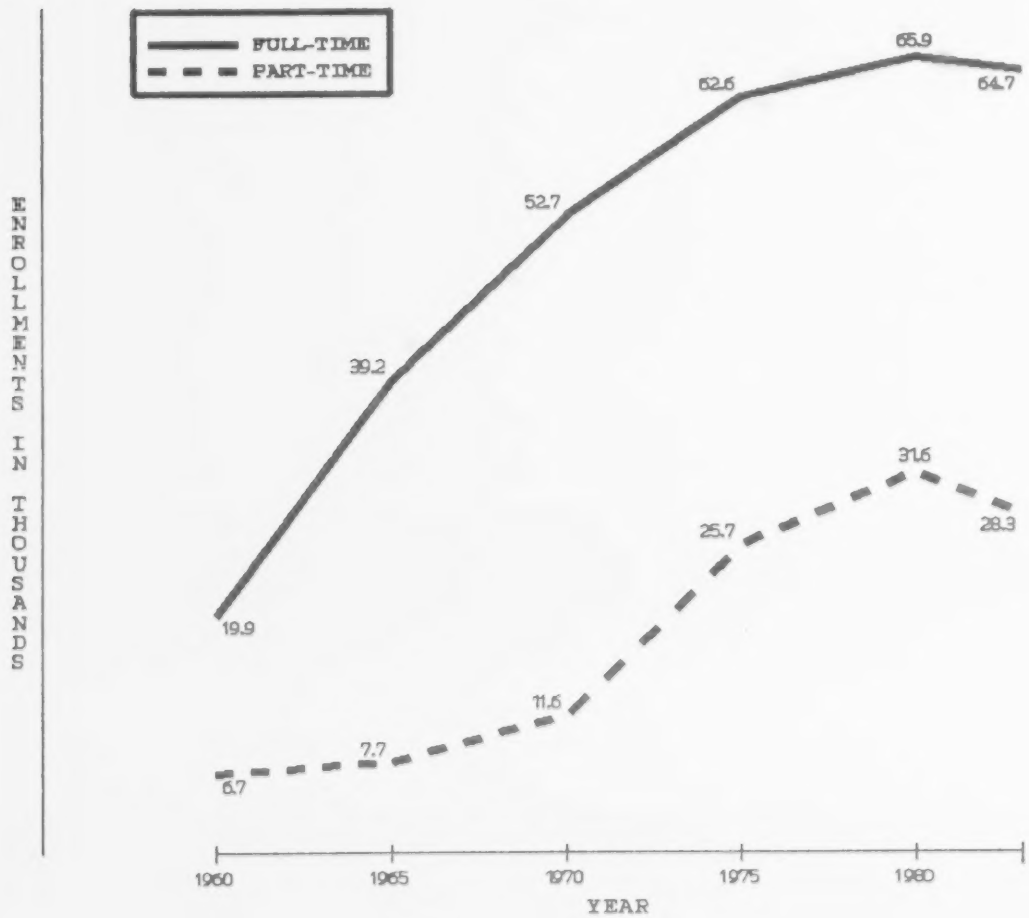
TOTAL PUBLIC HIGHER EDUCATION ENROLLMENTS
FOR SELECTED YEARS - FALL, 1960 to FALL, 1983



From: "Higher Education Overview", p. 19

FIGURE 11

FULL/PART-TIME PUBLIC HIGHER EDUCATION ENROLLMENTS
FOR SELECTED YEARS - FALL, 1960 to FALL, 1983



From: "Higher Education Overview", p. 19

Community College Enrollment

- Fall enrollments have increased from 17,135 in 1979 to 24,056 in 1983 (Table 59).
- In Fall, 1983, full-time enrollment was 47.1% of the total.

TABLE 59

FALL ENROLLMENT AT COMMUNITY COLLEGES
1979 - 1983

YEAR	TOTAL ENROLLMENT	FULL-TIME	PART-TIME	RESIDENT	NON RESIDENT	FOREIGN
1979	17,135	8,597	8,538	16,693	262	180
1980	19,245	9,666	9,579	18,774	300	171
1981	20,369	10,270	10,099	19,931	318	120
1982	22,116	10,755	11,361	21,736	339	41
1983	24,056	11,322	12,734	23,655	347	54

SOURCE: Enrollment reports compiled by the Council on Higher Education.

- In 1982, community college enrollments were only 19% of the state's total, placing Kentucky 11th out of the 14 SREB states in the percentage of community college enrollments (Table 60).

TABLE 60

Total College Enrollment, by Institutional Control and Type; Two-Year Enrollment as a Percent of Total Enrollment, by Control, Fall 1982

	Public			Private		
	Four-Year	Two-Year		Four-Year	Two-Year	
	Number	Percent	Number	Number	Number	Number
United States	5,225,820	4,537,425	46.5	2,555,834	270,441	9.6
SREB States	1,648,131	1,124,907	40.6	467,033	62,743	11.8
South as a Percent of U.S.	31.5	24.8		18.3	23.2	
Alabama	104,085	42,947	29.2	16,144	4,577	22.1
Arkansas	53,550	12,345	18.7	8,490	2,319	21.5
Florida	134,469	219,170	62.0	75,668	7,299	8.8
Georgia	111,746	40,587	26.6	36,810	9,224	20.0
Kentucky	92,847	22,116	19.2	20,132	9,064	31.0
Louisiana	137,852	14,747	9.7	23,531	375	1.6
Maryland	100,521	101,924	50.3	30,531	1,267	4.0
Mississippi	54,097	40,604	42.9	8,750	2,559	22.6
North Carolina	124,147	117,589	48.6	50,374	8,800	14.0
South Carolina	67,893	40,909	37.6	22,729	5,196	18.6
Tennessee	103,108	51,688	33.4	41,190	6,088	12.9
Texas	365,003	302,303	45.3	89,745	1,788	2.0
Virginia	137,118	108,061	44.1	34,603	1,244	3.5
West Virginia	61,695	9,917	13.8	8,336	2,943	26.1

NOTE: Enrollment in U.S. Service Schools located in SREB states not included.

SOURCE: National Center for Education Statistics, "Fall Enrollment in Higher Education, 1982," unpublished data.

SOURCE: *Fact Book on Higher Education in the South 1983 and 1984.* SREB, Atlanta, GA.

Degrees Conferred

- The number of degrees conferred has increased from 4,803 in 1960 to 17,654 in 1982 (Table 61).

TABLE 61

DEGREES CONFERRED
1960 - 1983

Year	Community Colleges 2-Year Degrees	4-Year Institutions					
		2-Year Degrees	Bachelor	First Professional	Master's	Ph.D.	Total
1960	NR	92	3,825	NR	843	43	4,803
1965	14	142	5,054	NR	1,137	60	6,393
1970	1,040	479	9,026	NR	2,140	143	11,788
1975	1,668	902	9,320	802	4,013	178	15,177
1978	1,979	8,978	8,978	908	4,285	159	17,708
1979	1,825	1,399	8,976	847	4,317	168	17,809
1980	1,851	1,618	9,193	881	4,421	179	18,143
1981	1,940	1,705	9,268	820	3,868	159	17,760
1982	2,106	1,769	9,239	816	3,577	147	17,654
1983	2,253	1,724	9,280	826	3,215	174	17,471

SOURCE: Enrollment reports compiled by the Council on Higher Education.

- Degrees conferred peaked in 1980 at 18,143.
- In the academic year 1982-83, Associate degrees were 22% of the total, Bachelor's degrees were 53%, Master's were 18%, Doctoral degrees 1% and First professional were 5%.

CHAPTER VIII

PROGRAMMING, DUPLICATION AND COOPERATION

The following chapter contains a discussion of programming, program offerings and duplication and cooperation between universities. It discusses principles and philisophical guidelines governing programming and reviews new and existing degree programs. It examines graduate and professional programs for duplication. Additionally, it describes major cooperative agreements between universities, including agreements between state universities, agreements that cross state lines, and agreements that extend to private institutions and other agencies.

Programming

According to KRS 164.020, the Council on Higher Education has the authority to:

> Define and approve the offering of all higher education associate, baccalaureate, graduate, and professional degree or certificate programs in the state-supported higher education institutions; review proposals and make recommendations to the governor regarding the establishment of new state-supported community colleges and new four-year colleges . . .

To these ends, the Council has adopted specific policies and procedures concerning development of new institutions, coordination of extended offerings, and review of new and existing program offerings.

Principles Governing Control

The policies, procedures and actions of the Council are guided by a general philosophy adopted by the Council in 1977 in response to what the Council perceived as the function assigned to it by the Kentucky General Assembly: to establish "a system of higher education" for the Commonwealth. The following excerpts from the Council policy manual relating to "A System of Higher Education in Kentucky," adopted January, 1977, provide a summary of the philosophy guiding the Council's activities.

(Excerpts from the *Kentucky Council on Higher Education Policy Manual*)

> Within the general guidelines of the Kentucky Revised Statutes, the institutions of higher education have developed similar missions and courses of study. The institutional plans for the universities project further growth along similar lines for the period 1975-80, both in proposed new programs and in the projected enrollment trends for specific programs. This high degree of congruence among institutions detracts from the unique capabilities of Kentucky's universities and limits their potential for responding to the broad educational needs of the Commonwealth . . .
>
> What is needed in Kentucky is a system of higher education designed to fill the needs of the Commonwealth as a whole, rather than relatively

autonomous institutions pursuing their own best interests. The term "system" has a number of meanings. The most general, however, is: A system is a set of units with relationships between them. The units have common properties and a common purpose. The state of each unit is constrained by, conditioned by, and dependent on the state of the other units. Based on these conditions, the total system can be more effective and efficient than its components.

A system of higher education in Kentucky must promote quality education and research, efficient use of resources, effective communications, and smooth movements of students between institutions. The system must encourage diverse programs to fulfill the wide-ranging needs of the state, but not at the cost of undesirable duplication. Therefore, each component institution should have a specific mission, in accordance with its unique capabilities and possibilities for service. The interaction of these institutions within a coherent framework could provide for the best education for all citizens. A well-differentiated, smoothly interrelating system for higher education in Kentucky could then be much more than the mere sum of its individual institutional parts . . .

The Commonwealth cannot afford to have every university be all things to all people. A broad range of educational offerings, especially at the associate and baccalaureate degree levels, is encouraged. However, Kentucky recognizes that at the master's, doctorate, and professional degree levels and in selected high-cost and/or low-enrollment programs at the undergraduate level, decisions must be made to insure program quality, the effective and efficient utilization of public resources, the avoidance of undesirable duplication. There are therefore, two basic issues involved in developing a system of higher education in Kentucky: Determination of the optimum mission of each component institution and determination of the most efficient and effective distribution of programs . . .

Principles Governing the System

Based on this philosophy of developing and fostering a system of higher education in Kentucky, the Council adopted fourteen fundamental principles to be addressed by a system of higher education in Kentucky.

- insure that any prospective student in Kentucky who is qualified or who can become qualified be provided an undergraduate educational opportunity regardless of the person's social, ethnic, or economic circumstances.

- To protect basic freedoms for inquiry, discussion, and learning within the institutions.

- To offer opportunities for preparation in the professions, technologies, and advanced technical fields, as well as general education in the humanities, arts, and sciences.

- To insure the most effective and efficient use of available funds and other resources in higher education, giving the public the greatest return on its investment.

- To maintain and strengthen quality standards which will assure students and the public of a sound education, and to fulfill the basic requirements for institutional accreditation, and where appropriate, professional accreditation.

- To bring the resources of higher education to bear directly upon the solution, reduction, or elimination of some of Kentucky's, and the nation's, problems and needs, by encouragement and support of pure and applied research by faculty and students and through expansion of public service programs.

- To develop a wide range of educational programs, recognizing that not all programs will be found in a single institution, and that some programs may be available through contracts and consortia in other states.

- To preserve and to cooperate with a viable independent higher education system by assigning responsibilities and extending privileges to the independent institutions.

- To expand opportunities for continuing and adult education.

- To establish a policy of low-tuition education and a program of student financial assistance to insure access to higher education for all qualified students.

- To encourage diversity and promote institutional autonomy through distinct missions and programs.

- To determine appropriate admissions and tuition policies, and to establish enrollment levels, where appropriate.

- To establish a consistent resident policy, and to preserve preferential admissions for all qualified Kentucky residents.

- To promote and encourage higher education and the benefits it can provide for the qualify of life in Kentucky.

Review of the Instructional Degree Programs

The CHE's authority to define and approve program degree offerings is interpreted to include new and existing programs. Different review procedures, purposes and information bases apply to each type of program. Both review procedures involve a cooperative effort between the CHE and the institutions, with the institutions having primary data gathering responsibility. Both processes use a three-tier approval at the CHE level, involving CHE staff, the Programs Committee, and the Council on Higher Education. All programs approved unconditionally or conditionally are included in the Registry of Degree Programs, which is the official listing of programs recognized by the CHE for planning and budgeting purposes. The CHE has established a general definition of "degree program" has been established by the CHE which is based on subjective criteria and therefore allows room for differences in interpretation between the CHE and the institution on whether specific course offerings constitute a degree program or when new series of course offerings become "degree programs" requiring approval. No definitions concerning necessary and unnecessary program duplication have been established.

Definition of a Degree Program

According to CHE policies adopted October 13, 1976, a degree program is "a series of courses and/or achievements which, when completed, lead to competence in a field of study (discipline or major) and the awarding of a degree." The policy indicates that it is not the title of the degree (e.g. Doctor of Philosophy in Psychology), but the content of the program and the degree of specialization it develops (e.g. clinical psychology, social psychology, or cognitive development), which differentiate degree programs. Terms such as discipline, major and field of study are concepts applicable to identifying individual degree programs, and according to policy, should be considered individual degree programs. For master's level programs, 15 hours in a nonthesis program or 12 hours in a thesis program must be required. For graduate and professional programs that may be highly individualized, the achieved competence, specialization or depth are criteria to be used in determining the degree program classification. Ambiguities can arise in two ways as a result of these subjective definitional criteria: first, whether a certain sequence of courses constitutes a program; and second, to what category of degree programs does a certain sequence belongs.

It is possible for a sequence of courses to be viewed as an "option" within an existing degree program and not reported as a separate program. The term "option" includes such related terms as "specialty options", "areas of specialization", and "tracts". The line of demarcation between an option representing a separate degree and an option falling within an existing degree is ambigious.

According to CHE policy,

> Options . . . within a designated major should also be considered separate degree programs if these options require sufficient specialized credit hours to qualify as a

major as this term is generally applied in other areas of the university. Options which do not meet this requirement are components of a degree program, and changes in these options should be reported to the Council as a matter of information.

In essence, the interpretational problem revolves around what constitutes "sufficient specialized credit hours."

A second problem is determining under which program category a program belongs. In the case of individualized or interdisciplinary programs the area of concentration or competence may not be easily determined or agreed upon by the institution and the CHE.

Review of Existing Programs

Since 1978, two separate processes have been instituted by the CHE for reviewing existing programs. The initial review process was undertaken in the period 1978 to 1981 after the CHE was given authority to approve all degree programs. This was a three-year process involving a statewide review of all programs at a particular degree level, Ph.D., master's and baccalaureate, in that order. This process had the following results:

Degree Level	Programs Reviewed	Number Approved
Ph.D.	64	60
Master's	462	336
Bachelor's	-	566

Upon completing this initial review of programs, the CHE adopted a five-year review cycle for all programs. This procedure looks at all degree levels statewide within a particular program degree area.

According to CHE policies, the purposes of this review process are to determine:

- which current programs are operating especially well;
- which current programs need to be improved and what resource support is required to accomplish needed improvements;
- which current programs are no longer needed in their present configuration; and
- which programs are needed but are not presently offered.

The intent of this review process is to facilitate the development of a strong information base for all program decisions on a statewide basis.

Under CHE policies, "the primary responsibility for initiating and conducting reviews of existing programs and for developing conclusions and recommendations resulting from the review lies with individual institutions." Qualitative program decisions are to be made by the institutions. However, it is the role of the Council on Higher Education to resolve statewide concerns related to unnecessary program duplication and effective use of resources.

Results of this process for the period January 1982 through October 1985 are presented in Table 62.

TABLE 62

SUMMARY OF EXISTING PROGRAMS
REVIEW ACTIVITIES
January, 1982 to October, 1985

ACTION	NUMBER				
	ASSOC.	BACHELOR'S	MASTER'S	DOCTORAL	PROF.
REGISTERED	21	226	96	21	0
REGISTERED WITH REVIEW	0	7	8	0	0
VOLUNTARY SUSPENSION	52	17	15	2	0
WITHDRAWN	34	16	11	3	0
DEFERRED	10	20	10	7	0

Source: Summarized from CHE Minutes 10/13/83, 6/12/84/, 10/8/85

Review of New Programs

The Council also has separate procedures to approve new programs. New program proposals are reviewed in order to:

- develop an information base for informed program decision making;
- formulate institutional and statewide perspectives;
- analyze the impact of proposed programs on the higher education system;
- maximize the effectiveness of post-secondary education within the constraints imposed upon the system; and,
- approve and register or disapprove program proposals.

The Council has a three-tier structure which includes reviews by (1) council staff, (2) Programs Committee, and (3) The Council on Higher Education. Consultants may be included in this process when appropriate. The number and degree levels of new programs approved between FY 1978 and FY 1984 are indicated in Table 63.

TABLE 63

NEW PROGRAMS APPROVED
FY 1978 to FY 1984

	ASSOC/CERT	BA/BS	MA/MS	Ph.D.	PRO.
EKU	0	7	1	-	-
KSU	0	0	0	-	-
MOSU	2	3	0	-	-
MUSU	0	1	1	-	-
NKU	1	11	1	-	0
UK	0	2	1	3	-
UL	4	10	9	7	1
WU	2	3	1	-	-
CC	15	-	-	-	-
TOTAL	24	37	14	10	1

Definition of Duplication

Neither Kentucky statutes nor Council policies address the definition of necessary and unnecessary program duplication. In order to provide a framework for developing such a definition, the Conference of University Presidents has offered the following general guidelines.

INTRODUCTION

Universities in the state system of public higher education are expected by the people of the Commonwealth to contribute to Kentucky in several ways. They provide access for its citizens to higher education; educate future business and professional leaders; conduct research that makes education, health care, industry, agriculture, and business more productive. In addition, the Universities enhance the quality of life in Kentucky through the traditional programs of instruction, research and public service.

Academic programs that are offered at all degree levels fall into two major categories, those that provide access to a liberal education, and those that provide access to career and professional preparation. The first category includes those programs that are traditionally considered as part of a liberal education at the undergraduate level. They also include, at the graduate level and in some instances at the undergraduate level, highly specialized programs of training. By their nature, however, programs in the first category represent intrinsically necessary programs at the undergraduate level and in some areas at the master's level. The se-

cond category includes programs which are career and professionally oriented but also require substantial course work in "liberal education". Programs in the first category should exist to provide virtually unlimited access to the citizens of Kentucky at the undergraduate level. This will require duplication in the liberal education programs. Access to the second category, career and professional, becomes appropriately more restricted.

CATEGORY I

The following programs are commonly associated with liberal education: area studies, biological sciences, computer and information sciences, fine and applied arts, foreign languages, letters, mathematics, physical sciences, psychology, social sciences and interdisciplinary studies.

CATEGORY II

The following programs are commonly associated with manpower or professional preparation: agriculture and natural resources, architecture and environmental science, business and management, communications, education, engineering, health professions, home economics, law, library sciences and public affairs and services.

DEFINITION

Public policy decisions, such as Kentucky Revised Statutes, mission statement and other Council on Higher Education and board of regents' and trustees' policies, provide a framework for defining the responsibilities of each institution and for the system as a whole. A delicate balance must be maintained if the universities are to uphold their responsibilities as public institutions of higher education. To offer less than what is expected is clearly a disservice to the people of the Commonwealth. Conversely, offering more than what is needed goes beyond the sphere of responsibility that has been defined for the system.

Many variables exist which provide the basis for determining potential program duplication in higher education. They include: student access, program demand, institutional location, specialized facilities and resources, direct costs, manpower needs of the Commonwealth and economic development. Using public policy decisions, along with these variables, necessary and unnecessary duplication can be defined as follows:

(1) Those programs in Category I at the undergraduate level will be necessarily duplicative.

(2) Programs in Category II at the undergraduate level with limited student demand and which exist at more than one institution have the potential of being unnecessarily duplicative.

(3) Programs at the master's level in Category I will be necessarily duplicative when adequate student demand exists for such programs.

(4) Master's programs in Category II with limited student demand have the potential of being unnecessarily duplicative.

(5) Doctoral programs offered at more than one institution have the potential of being unnecessarily duplicative.

(6) First professional programs (medicine, dentistry and law) at more than one institutions have the potential of being unnecessarily duplicative.

(7) Institutions in higher education with limited student demand have the potential of being unnecessarily duplicative.

Program Offerings and Duplicaton

This section presents a detailed review of degree programs offered at Kentucky's universities and community colleges. A degree program is defined by the Kentucky Council on Higher Education (CHE) as:

- Series of courses or achievements which lead to competence in a field of study and the awarding of a degree.

- Not the degree title (e.g. B.A. in Education) but the specialization or lack of specialization it develops that determines degree program (e.g. Elementary and Secondary Education or Special Education).

- Degree program is confined to a specific degree level.

- Discipline, major and field of study should be considered individual degree programs.

- Options, areas of specialization, tracts, etc., within a major should be considered separate degree programs if they require sufficient specialized credit hours to qualify as a major.

- For Master's level, 15 credit hours of required coursework in non-thesis programs and 12 credit hours in thesis programs.

In order to classify programs, the CHE uses the national Higher Education General information System (HEGIS) categories. HEGIS is a system of classifying degree programs which was established by the National Center for Education Statistics (NCES).

Degree Programs in Kentucky

Most of the major program groups are offered in Kentucky public higher education institutions. Table 64 lists the most frequently offered associate degree programs at the community colleges, while Table 65 lists those at the universities. The most frequently offered programs at the baccalaureate level, master's level and doctoral level are presented in Tables 66, 67 and 68 respectively.

Table 69 presents an analysis of the number of programs which fall within certain enrollment ranges. These enrollments are based on declared majors.

TABLE 64

MOST FREQUENTLY OFFERED ASSOCIATE PROGRAMS
AT KENTUCKY COMMUNITY COLLEGES
BY MAJOR HEGIS INSTRUCTIONAL PROGRAM CATEGORY
1984

PROGRAM	NUMBER OF PROGRAMS	NUMBER OF INSTITUTIONS
Business and Office	22	13
Business and Management	20	13
Allied Health	20	9
Engineering Related Technologies	17	9
Renewable Natural Resources	13	13
Health Sciences	11	11
Computer Science	7	7

SOURCE: Compiled by Program Review Staff from 1984 CHE Registry of Degree Programs.

TABLE 65

MOST FREQUENTLY OFFERED ASSOCIATE PROGRAMS
IN KENTUCKY PUBLIC UNIVERSITIES
BY MAJOR HEGIS INSTRUCTIONAL PROGRAM CATEGORY
1984

PROGRAM	NUMBER OF PROGRAMS	NUMBER OF INSTITUTIONS
Engineering Related Tech.	39	7
Allied Health	23	6
Business and Office	16	6
Protective Services	16	6
Business and Management	15	5
Education	10	5
Vocational Home Economics	8	5
Science Technologies	8	4
Health Sciences	7	5
Precision Production	7	5
Computer Science	6	5
Graphic & Printing	6	3
Liberal/General Study	5	4

SOURCE: Compiled by Program Review Staff from 1984 CHE Registry of Degree Programs.

TABLE 66

MOST FREQUENTLY OFFERED BACHELOR'S PROGRAMS
IN KENTUCKY PUBLIC UNIVERSITIES
BY MAJOR HEGIS INSTRUCTIONAL PROGRAM CATEGORY
1984

PROGRAM	NUMBER OF PROGRAMS	NUMBER OF INSTITUTIONS
Education	97	8
Business & Management	60	6
Social Sciences	53	8
Visual & Performing Arts	48	8
Physical Science	29	8
Home Economics	29	7
Engineering Related Technologies	27	6
Communications	25	7
Foreign Languages	24	6
Allied Health	23	8
Letters	21	8
Life Sciences	20	8
Engineering	17	5
Agricultural Sciences	13	5
Public Affairs	12	5
Mathematics	11	8
Philosophy & Religion	11	7
Protective Services	10	5
Computer Sciences	10	5
Psychology	8	8
Health Sciences	7	5
Parks & Recreation	6	6

NOTE: Includes BA, BS and Bachelor specialized.

SOURCE: Compiled by Program Review Staff from 1984 CHE Registry of Degree Programs.

TABLE 67

MOST FREQUENTLY OFFERED MASTER'S PROGRAMS
AT KENTUCKY PUBLIC UNIVERSITIES
BY MAJOR HEGIS INSTRUCTIONAL PROGRAM CATEGORY
1984

PROGRAM	NUMBER OF PROGRAMS	NUMBER OF INSTITUTIONS
Education	139	7
Social Sciences	27	6
Engineering	24	2
Visual & Performing Arts	19	5
Health Sciences	19	4
Life Sciences	18	6
Psychology	18	6
Physical Sciences	12	5
Public Affairs	12	6
Letters	10	6
Agricultural Science	10	3
Mathematics	10	4
Home Economics	9	4
Foreign Language	9	2
Business & Management	8	7
Allied Health	6	4
Communications	4	4

NOTE: Includes MA, MS, Master's Specialized and Education Specialist.

SOURCE: Compiled by Program Review Staff from 1984 CHE Registry of Degree Programs.

TABLE 68

MOST FREQUENTLY OFFERED DOCTORAL PROGRAMS
AT KENTUCKY PUBLIC UNIVERSITIES
BY MAJOR HEGIS INSTRUCTIONAL PROGRAM CATEGORY
1984

PROGRAM	NUMBER OF PROGRAMS	NUMBER OF INSTITUTIONS
Education	16	2
Health Sciences	8*	2
Life Sciences	10	2
Engineering	8	2
Psychology	6**	2
Physical Sciences	6	2
Social Sciences	6	1

* 5 professional and 78 resident Health Science professional programs at U.K. and U. of L. are not included.

** Includes one resident program and one program being phased out.

SOURCE: Compiled by Program Review Staff from 1984 CHE Registry of Degree Programs.

TABLE 69

NUMBER OF PROGRAMS AT VARIOUS ENROLLMENT LEVELS
1983

Enrollment Range:	0	1-10	11-20	21 or more	Total
Upper-Level Baccalaureate	11	179	87	275	552
Enrollment Level:	**0**	**1-5**	**6-10**	**10 or more**	**Total**
Master's	20	67	163	43	293
Enrollment Level:	**0**	**1-3**	**4-6**	**7 or More**	**Total**
Doctoral	1	11	22	40	74

SOURCE: Program Review staff analysis of Fall, 1983 CHE enrollment data.

Graduate and Professional Program Duplication at UK and UL

The University of Kentucky (UK) and the University of Louisville (UL) are both given broad instructional research and public service missions according to Kentucky statute. Both are authorized to offer instructional programs at all degree levels from associate through professional. Kentucky Council on Higher Education mission statements have sought to limit competition for state resources between UK and UL. These mission statements limit UL to doctoral and professional programs in medicine, dentistry, law and urban affairs. In addition, UL may offer other programs at these levels which are relevant to the metropolitan service area and not unnecessarily duplicative of UK's doctoral programs.

Program duplication between the institutions is primarily at the baccalaureate and professional levels. At the master's level, only 44 out of 120 (37%) instructional areas offered at UK or UL are duplicated. At the doctoral level, 16 out of 67 (24%) of the programs are duplicated. Law programs exist at each institution and NKU. Five out of nine dental programs (56%) are duplicated between the institutions, while 25 out of 42 of the medical programs (60%) are duplicated.

Statutory Missions. Both the University of Kentucky and the University of Louisville are granted broad instructional (upon CHE approval), research and public service missions by Kentucky statute.

These include:

- associate and baccalaureate degree programs;

- master's, specialist's, doctoral and joint doctoral programs in cooperation with other institutions;
- professional programs, including medicine, law, dentistry, engineering, and social professions (at both institutions), and education and architecture (at UK);
- research and service programs without geographical limitation (at both institutions) and research and service programs regarding the establishment and operation of facilities outside the primary service area (UK only).

The Council on Higher Education has attempted to limit the competition between UK and UL by further defining these missions. According to CHE mission statements,

> The University of Kentucky shall be the Commonwealth's only statewide institution. It shall serve as the principal graduate-degree-granting university in the system and is the principal institution for statewide instruction, research and service programs in all fields without geographical limitation.

By these same mission statements, the UL is viewed as:

> . . . a major university located in the largest urban area which shall meet the educational, research and service needs of its metropolitan area with a broad range of programs at the baccalaureate and master's levels. The University of Louisville shall continue to offer those doctoral degrees and postdoctoral programs related to the health sciences. The University of Louisville will continue to share with the University of Kentucky a statewide mission in medicine, dentistry, and urban affairs at the doctoral level; the University of Louisville may offer a limited number of carefully selected programs which are not unnecessarily duplicative and which are relevant to the needs of its metropolitan service area.

Programming at UK and UL. Both UK and UL have broad authority to offer baccalaureate and master's level programs. Table 70 compares the number of programs by degree level offered at each of the institutions according to major degree program code. UK offers 103 baccalaureate programs and 99 master's/specialist programs, while UL offers 73 and 73, respectively. With only a few exceptions, both offer programs in all major areas at the baccalaureate level (Table 71).

Through the CHE mission statements, UK is recognized as offering a wide spectrum of doctoral programs, while UL's scope is more limited. UK offers 53 doctoral programs while UL offers only 16.

Tables 72 and 73 look at the number of different HEGIS subarea programs offered at one or both of the institutions at the graduate level. Combined, UK and UL offer

120 master's level instructional program areas; 44 (or 37%) of these are offered at both institutions. At the doctoral level, there are 67 different areas offered between the institutions and 16 (or 24%) of these are offered at both institutions.

In the professional degree areas, UK and UL offer programs in medicine, dentistry and law, while only UK has a program in Pharmacy. UK has seven programs in dentistry and 31 in medicine; UL has 7 and 36, respectively. Medical and dental program duplication is displayed in Table 74. There are nine dental degree areas, including general dentistry, offered between the two institutions; fifty-six of these are offered at both institutions. In the medical area, 42 different degree areas are offered between the two institutions, with 25 (or 60%) of these offered at both.

TABLE 70

PROGRAMS OFFERED
UK/UL

	UK	UL
BACCALAUREATE	103	73
MASTER'S	99	73
PH. D.	53	16
PROFESSIONAL/RESIDENT		
MEDICAL	31	36
DENTAL	7	7
LAW	1	1
PHARMACY	1	0
PSYCHOLOGY	1	0

TABLE 71

AREAS OF DUPLICATION
BACCALAUREATE LEVEL
UK/UL

ARCHITECTURE
AREA/ETHNIC STUDIES
BUSINESS/MANAGEMENT
COMMUNICATIONS
COMPUTER SCIENCES
EDUCATION
ENGINEERING
FOREIGN LANGUAGE
ALLIED HEALTH
NURSING
HOME ECONOMICS
LETTERS
LIBERAL STUDIES
LIFE SCIENCES
MATHEMATICS
PARKS/RECREATION
PHILOSOPHY/RELIGION
PHYSICAL SCIENCE
PSYCHOLOGY
SOCIAL SCIENCES
VISUAL/PERFORMING ARTS

TABLE 72

AREAS OF DUPLICATION
MASTERS LEVEL
UK/UL

PROGRAMS OFFERED = 120, # Duplicated = 44 (37%)

BUSINESS/MANAGEMENT
COMPUTER SCIENCES
EDUCATION
ENGINEERING
FOREIGN LANGUAGE
ALLIED HEALTH
BASIC CLINICAL SCIENCES
DENTISTRY
NURSING
LETTERS
LIFE SCIENCES
MATHEMATICS
PHILOSOPHY/RELIGION
PHYSICAL SCIENCES
PSYCHOLOGY
PUBLIC AFFAIRS
SOCIAL SCIENCES
VISUAL/PERFORMING ARTS

TABLE 73
DOCTORAL PROGRAM DUPLICATION
UK/UL

PROGRAM AREAS = 67, # DUPLICATED = 16 (24%)

EDUCATION*
ENGINEERING*
ALLIED HEALTH
LETTERS
LIFE SCIENCES
PHYSICAL SCIENCES
PSYCHOLOGY
VISUAL/PERFORMING ARTS*

*FORMAL COOPERATIVE PROGRAMS EXIST IN THESE AREAS: EDUCATION, CHEMICAL ENGINEERING AND MUSICOLOGY.

TABLE 74
PROFESSIONAL PROGRAM DUPLICATION
UK/UL

FIRST PROFESSIONAL = 4 # DUPLICATED = 3 (75%)

RESIDENCY = 50 # DUPLICATED = 28 (56%)

GENERAL DENTISTRY
ORAL SURGERY**
ORTHODONTICS**
PEDODONTICS**

GENERAL MEDICINE
ANESTHESIOLOGY
EMERGENCY MEDICINE
FAMILY PRACTICE
INTERNAL MEDICINE
CARDIOLOGY
HEMATOLOGY
INFECTIOUS DISEASES
NEPHROLOGY
PULMONARY MEDICINE
NEUROLOGY
SURGERY
UROLOGY
NEUROLOGICAL SURGERY
OBSTETRICS/GYNOCOLOGY
OPTHAMOLOGY
ORTHOPEDIC
OTORHINOLARYNGOLOGY
PEDIATRICS
NEO-NATAL
PLASTIC SURGERY
PSYCHIATRY
CHILD PSYCHIATRY
RADIOLOGY—THERAPEUTIC
THORACIC SURGERY

LAW

* INCLUDES RESIDENCY IN PSYCHOLOGY AT UK.
** THESE PROGRAMS ARE AFFECTED BY UK/UL DENTAL COOPERATION PLAN.

Cooperation

The following is a list of major cooperative arrangements involving Kentucky's institutions.

Major Cooperative Agreements Within the Kentucky System

- UK-UL Dental Plan—shared chairmanships between schools, sharing of lead responsibilities, cooperative planning.
- Western-Murray Agreement—cooperative graduate program planning, joint projects, resource sharing.
- Kentucky Educational Computing Network (KECNET)—shared computer hardware, software, and system use among all 8 universities.
- Desegregation Plan—cooperative planning, increasing minority student involvement.
- Shared Graduate Center (UK, UL, EKU, KSU and NKU)—cooperative program offerings.
- Professional school agreements among UK, UL, KSU, NKU.
- Shared Community College Facilities—use of community college facilities by other 8 institutions.
- Joint and Cooperative Doctoral Programs—academic program agreements.
- Kentucky Allied Health Project—program and facilities sharing.
- Kentucky Press—shared publishing facilities.

Major Cooperative Agreements Which Extend Across State Lines

- Tuition Reciprocity—no cost increase in access agreements between NKU and University of Cincinnati and Ashland Community College and Virginia Community College.
- Southern Regional Education Board (SREB) Academic Common Market—program sharing at in-state tuition.
- Shared Research Facilities—Hancock biological station owned by Murray State University and shared with other Kentucky and Tennessee institutions.

Major Cooperative Agreements Extending to Private Institutions and Other Agencies

- UL/Humana Contract—university leasing medical facility for $6.5 million a year to private corporation, indigent care funded by state and local government, medical school training provided in contract.

- Telecommunications Consortium—KET broadcasts for universities' courses for academic credit.

- Academic Consortia—sharing of resources by public and private institutions.

CHAPTER IX

QUALITY ISSUES IN HIGHER EDUCATION

In recent years there has been growing concern from the state and federal government over the quality of higher education. This concern has intensified as institutions have had to compete in the face of declining sources of students and revenues. Also, the public funders of education have increased their scrutiny of the use of tax dollars. Many states, Kentucky among them, are demanding accountability regarding the effective and efficient use of public funds. The reduction of unnecessary duplication, as well as the maintaining of or increase in the quality of programs, is essential. The following includes a discussion of the measurement of quality in higher education, the major issues relating to quality, and specific information about incoming students and faculty salaries.

The Measurement of Quality

Quality is an elusive concept and its definition does not necessarily prescribe its measurement. If quality is described as a "degree of excellence," it is up to the forces within and outside an institution to agree on an acceptable level. These forces must have the power to measure and regulate quality, as well as implement needed changes. Governmental agencies and outside accrediting bodies may not always have an accurate picture of an institution's role and mission. It is the institution itself that supervises the day-to-day activities of higher learning. It is within the institution that self-study and regulation must begin. It is, however, the prerogative and right of the public to demand accountability.

As public dollars become scarce, officials must help plan as well as require an evaluation of outcome. Higher education is supposed to provide certain benefits to society. These range from providing new knowledge and technology, thereby increasing incomes and production, to enhancing the quality of one's life through enlightenment. The question is, "How can we translate these broad goals into measurable outcomes?" A large number of elements must be reviewed. The assessment of program quality must take into account the institutional mission as well as providing quantifiable data. Specifically, the measurement of quality must take into consideration the goals and objectives of each program, student achievements, and faculty performance.

Traditionally, institutional quality has been judged in terms of easily quantifiable measures, such as the test scores of students, endowments (funds), facilities (resources), and faculty achievements. Value is placed on these measures because they are intuitively related to quality. However, these are generally measures of input and may be only the corollaries of excellence. None actually measure the process of education, how a student changes through the course of his education. Neither do they measure the outcomes, what

is learned or accomplished by exposure to higher education. Adequate measures of quality must include those outcomes.

Process measures that are needed to assess quality must be first characterized in terms of an institution's or program's objectives and goals, including a definition or acceptable standard of excellence. These must be followed then by a careful monitoring and evaluation of change and achievement. Measures of process include student learning, student attrition, faculty performance and evaluation, and research productivity. Assessing Kentucky institutions is complicated by differences in populations of entering freshmen among our own institutions, as well as by comparison with freshmen in other states. The issue is what our institutions do with these students through the course of their education. Also, how much improvement will be deemed enough?

Quality in the university pertains not only to student excellence, however. Research and public service are the other components of the institutional missions. As with the evaluation of students, these elements should be evaluated in terms of outcomes.

Specific Issues Relating to Quality

Generally, Kentucky students enter college with lower than average standardized test scores. The assessment of the impact of higher education on these students must take into account their starting level.

It is possibly unjustified to credit or blame primary and secondary education for the quality of college students. Basic values concerning education in Kentucky may differ from those of other regions. However, it is up to the primary and secondary education systems to ready their students for college programs and reduce the need for remedial work.

The issues facing higher education that relate to secondary education include raising high school requirements and improving the quality of teaching. The high school curriculum can be expanded so that students receive more instruction in their areas of academic weakness. Curriculum changes must be implemented and the quality of teching enchanced. More stringent teacher certification, continuing education for teachers, and rewards for excellence must be required.

At the post-secondary level, many factors affect quality. Basically, an institution must have an appropriate level of funding to carry out its mission and provide quality programs. Across-the-board cuts in funding prove to be detrimental to the health of good programs and limit resources in haphazard manner. The careful elimination of waste and unnecessary duplication provides the most reasonable solution. The process by which this can be accomplished is complicated and multi-dimensional.

Attempts to improve quality begin with the recruitment of able students and faculty. Placing restrictions on enrollment, raising admission requirements, and actively recruiting bright students increase the quality of the general college population. Stringent faculty recruitment and increased benefits raise the level of teaching and research quality.

Program evaluation plays a vital role in producing and maintaining quality. Outside accreditation agencies provide some evaluation and monitoring of programs. However, these are not always sufficient to promote efficiency and instill creativity in meeting quality requirements. They may also be lacking in accuracy, since institutions may not be readily willing to expose their inadequacies.

Self-studies can provide valuable assessments of needs and problems. Again, these may not be as thorough or evaluative as the public demands. Clearly, a combination of monitoring and evaluation provides the most credibility. Governmental coordination of assessments and academic evaluation by accrediting agencies can work together to increase accountability.

Government can also increase the incentives for institutional cooperation. Such cooperative efforts as the sharing of faculties, facilities, and other available resources can be cost effective while not jeopardizing quality. The reduction and elimination of unnecessary duplication can best be implemented by a coordinated approach that maintains quality through cooperation.

Specific Input Data for Higher Education in Kentucky

Relevant information influencing higher education systems includes input data pertaining to incoming students, and the support of faculty.

Students:

For example, many Kentucky students enter college scoring below the national average on the American College Testing Program (ACT). The ACT is a measure of academic ability and achievement and is a reliable predictor of college success, especially when used in conjunction with a student's high school grades. Of all Kentucky students in the Kentucky schools examined therein, only the University of Kentucky students on the average score higher than the national average on their composite score. College achievement must be assessed within the framework of the student's starting skills.

Faculty:

The salaries and compensation of faculty represents another possible indication of quality and morale in the higher education system. Specifically, in Kentucky's universities, faculty salaries are from 2-8% below the national average, as well as 5-10% below their own benchmarks' average. When the university presidents were asked to report problems with faculty retention, all cited noncompetitive salaries as the reason for loss of faculty members.